Civil Service Journal

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Vol. 4 No. 2 October–December 1963

New Home of 80-Year-Old Civil Service Commission

UNITED STATES CIVIL SERVICE COMMISSION

Civil Service Journal

Volume 4 Number 2

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U.S. Civil Service Commission

JOHN W. MACY, Jr. ..... *Chairman*
L. J. ANDOLSEK ..... *Commissioner*
ROBERT E. HAMPTON ..... *Commissioner*
WARREN B. IRONS ..... *Executive Director*

Worth Noting

CSC HEADQUARTERS STAFF recently moved from two of the oldest Federal office buildings in Washington to the newest (pictured on cover). The old Patent Office Building, begun in 1836, and the Pension Building, built in 1883, were vacated and all CSC headquarters personnel are now housed under the same roof for the first time in many years in the new Federal Office Building No. 9 at 19th and E Streets NW. The old Patent Office Building will be renovated for use by the Smithsonian Institution as a National Portrait Gallery, and the Pension Building will be retained by the General Services Administration for use as a Federal office building. (See picture-story on page 6.)

REVISED REGULATIONS permit agencies to withhold State income taxes from the pay of Federal employees who live in that State and work in another. The new regulations authorize Federal agencies to permit employees who live in one State but work in another to make allotments for payment of income taxes to their State of residence. The amended regulations apply only in the 27 States and the District of Columbia which have entered into an agreement with the Secretary of the Treasury to withhold State income taxes.

CIVIL SERVICE COMMISSION is studying proposed new regulations concerning "forced" resignations, employee-requested reductions in rank or compensation, and similar personnel actions involving Federal employees. The regulations, if approved, would establish a uniform policy among Government agencies in dealing with these actions. The study stems from a recent decision in the *Paroczay* v. *Hodges* case by the U.S. District Court for the District of Columbia.

FIRST CLASSES CONVENED October 7 at the new Executive Seminar Center at Kings Point, Long Island. The Center will be operated by the Civil Service Commission as an interagency training facility for GS–13 to –16 careerists from all Federal departments and agencies. Two-week courses, 15 in the first year, will help broaden background and provide an understanding of significant and continuing Government responsibilities and operations to equip trainees for future assignments of greater responsibility. Facilities are provided by the Merchant Marine Academy. Costs are met by agencies sending students.

WINNER of the 1963 William A. Jump Award is William H. Fortenberry of NASA's Marshall Space Flight Center in Huntsville. He was cited for application of modern electronic computers to governmental administration.

FEDERAL AVIATION AGENCY has given its line managers authority to grant cash incentive awards without committee review and approval. Office and service heads and regional assistant administrators may OK awards up to $1,000. They may redelegate to division chiefs the authority to approve sustained superior performance awards, quality within-grade increases, special acts or service awards, and suggestion awards up to $350.

EQUAL OPPORTUNITY PROGRESS: At the end of September survey teams from CSC regional offices had conducted reviews in nearly a score of communities to insure a common understanding among the

(Continued—See Inside Back Cover)

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VOID

A

A 4-letter word (w-o-r-k) that spells

IMPROVED PRODUCTIVITY

by WARREN B. IRONS, *Executive Director*
U.S. Civil Service Commission

WE ARE HEARING A LOT these days—and some of us are saying a lot—about the need to improve productivity in the Federal service. And I hope, as managers, we are *doing* a lot.

Much of the talk centers upon applications of the rapidly improving automatic equipment which is at the disposal of modern management. But let us not become so preoccupied with anticipating the benefits of this equipment that we think the attack on productivity begins and ends with machines.

Nobody can wave a magic wand and call for a report—in Washington, or Timbuktu, or anywhere else—and expect increased productivity to follow as night follows day.

I can say from experience that productivity has many ramifications. If it is to be achieved, it is something that demands a lot of dull, uninteresting, painful details the *manager* must perform, day in and day out. *He* must take the initiative, for it is his responsibility before it can become that of his employees. And I firmly believe that his employees, assuming they are properly selected, properly trained, and properly motivated, will get the job done *if* they are properly led.

In short, improved productivity requires hard work and the best efforts of everyone involved—the manager, supervisor, and employee alike. But it *begins* with the manager, and he alone, through his actions, can determine where it ends.

Federal Executive Boards—

REPORT ON A GRASS ROOTS OPERATION

by JOHN W. MACY, Jr., *Chairman*
U.S. Civil Service Commission

INTERAGENCY ACTION on Federal problems and programs at the grass roots of the executive branch can pay off. At the first national conference of Chairmen of the 12 Federal Executive Boards, held in Washington, D.C., last July, the attending leaders of the field service described concrete examples of cutting costs by pooling field establishment experience and resources, and of achievements in other less money-measurable areas by cooperation among the Federal family.

The purpose of the conference was to have the board chairmen meet with the President, the Vice President, Cabinet officers, and top agency representatives to discuss the boards' progress, and to provide for a face-to-face expression of field views on improving management effectiveness and on important Federal programs of interagency significance, and for direct explanations of the Washington position with respect to current programs of interagency concern. The meeting, in effect, tested the Federal Executive Board concept as a means to achieve in designated metropolitan areas the general purposes of:

- Coordination of Federal programs at the local level
- Communication and joint action on programs of Presidential interest
- Intergovernmental and community relations
- Management improvement in all its aspects

ORGANIZATION AND OPERATION

The boards have been through a shakedown period of organization and operation. Ten were established in 1962 and two this year as the result of a Presidential memorandum to heads of Federal departments and agencies calling for greater coordination of Federal field activities to increase the effectiveness and economy of agencies. As one step toward this goal the President directed the establishment of Federal Executive Boards, composed of the heads of field installations, in important centers of Federal activity outside the National Capital area. The boards now exist in the metropolitan areas of Atlanta, Boston, Chicago, Dallas-Fort Worth, Denver, Kansas City, Los Angeles, New York City, Philadelphia, San Francisco, Seattle, and St. Louis.

The cooperative activities of the boards are primarily undertaken through the initiative of the board members. However, the Bureau of the Budget and the Civil Service Commission, from time to time, set official goals and objectives in the management field and report to the President on the boards' operations. The Commission also acts as a clearinghouse for problems and recommendations submitted by the boards for consideration at agency headquarters. In establishing and guiding the boards, Lee C. White, Assistant Special Counsel to the President, and William D. Carey, Executive Assistant Director of the Bureau of the Budget, have personally contributed in many activities.

ACTIVITIES

A hard look at board accomplishments so far reveals a real potential for getting greater mileage out of the Federal dollar at the grass roots level. And equally important, there is a potential for effectively advancing the high-priority Presidential policies and programs.

In one metropolitan area, for example, a single board project is giving a good stretch to the taxpayers' dollar. It involves sharing automatic data processing equipment. By identifying unused computer time at ADP installations and arranging for its use by agencies in need of computer services, the board estimated the value of shared computer service at more than $100,000 by the end of fiscal year 1963. The other 11 boards are now in the process of investigating or activating similar projects in their metropolitan areas.

Another board has been working closely with the General Services Administration to convince agencies of the value of sharing common services in new Federal buildings. The first result of this effort is in a new Federal office building where 30 agencies with over 3,000 employees will share the health unit, cafeteria, common training and conference rooms, interagency motor pool, central printing and duplicating services, a self-service

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GSA store, a communications center, and a single moving contract. The price tag? About $279,000 less because of the interagency approach. Again, other boards are looking into similar opportunities—not only in new Federal office buildings but in present federally occupied space.

The board chairmen reported many other actions which give further indication of the potential of the boards to husband agency resources and to improve productivity and efficiency. A sampling of these include:

- A variety of steps have been taken to promote and facilitate the sharing of personnel. Rosters of special talent available for use on an interagency basis have been published. Plans are being made to pool temporary employees for interagency use during peak workloads or in special work situations and successful arrangements for interagency borrowing of a variety of talent, including medical officers, nurses, construction inspectors, veterinarians, and typists, have been completed.

- Inventories have been made and plans completed for greater interagency use of special equipment and facilities such as printing and duplicating equipment, automotive shops, photographic and laboratory facilities, law libraries, and training aids and films.

- Studies are being made of Federal financial relationships, financial accounting, and payroll procedures and regulations, all with a view to identifying possibilities for streamlining practices and simplifying financial methods and procedures.

- Interagency training needs are being identified and met by offering high quality in-house training opportunities and by sharing existing agency training programs at considerable savings over the cost of providing the training through outside facilities.

THE BOARDS' POTENTIAL to coordinate and spearhead national programs at the local level is best illustrated by their activities in connection with nondis-

crimination. Their ability to translate policy into planned action is quite evident.

In most areas the first step was to institute educational programs within the Federal community to make sure that the importance of this policy and the fact that it is mandatory upon all Federal agencies were thoroughly understood. The emphasis was on positive action to provide equal opportunity based upon strict adherence to merit principles and without any "reverse discrimination." Workshops and seminars for Deputy Employment Policy Officers, line managers, and supervisors were held.

The next step was to establish continuing liaison with minority-group leaders, officials of minority-group high schools and colleges, and representatives of minority-group publications. Board committees held meetings with these minority-group representatives to explore the general problem of discrimination and to resolve specific allegations of discrimination in employment, housing, labor unions, contract situations, and leased space where the board agencies had jurisdiction and could take action. The results of these efforts are not yet all in. There is, however, enough evidence of success to support the position that the boards can and will do much in this area. Some of the concrete results reported by the various boards at the conference include:

- More minority-group members have been encouraged to apply for Federal employment on the strict basis of merit and more are being hired. In addition, officials of predominantly minority-group high schools and colleges are arranging for curriculum offerings better related to Federal employment needs and for improved placement, counseling, and guidance services.

- Agency promotion programs are being operated on the strict merit principle. Qualified minority-group employees are being given full consideration for advancement and agencies are taking steps to identify underutilization of all employees, including those from minority groups.

- Agreements have been negotiated for voluntary desegregation of restaurant facilities in space leased for Federal activities. These agreements were negotiated even before regulations were issued requiring that nondiscrimination clauses be written into leases.

- Lists of homes repossessed by Federal agencies, such as VA and HHFA, and available for purchase in the boards' areas have been publicized. This provides a real opportunity for minority-group employees to purchase homes on a nonsegregated basis.

IN THE AREA OF intergovernmental and community relations, the boards have engaged in a wide range of meaningful activities. Some have met with governors and mayors to establish closer relationships with the State and local officials whose activities and programs relate to those of the Federal Government. In these meetings board representatives explained the Federal programs with intergovernmental interest, and a better basis for cooperation and collaboration with State and local agencies was established. In addition, some boards appointed committees to effect coordination in specific fields such as public services, law enforcement, urban development, housing, and water resources.

Within the local Federal community itself, closer ties and a stronger community interest are being brought about in a variety of ways. General meetings of agency executives have been held to discuss important agency or interagency programs. Descriptive agency directories have been prepared and distributed among the Federal community. Joint studies of the local economy have been made to assist Federal agencies in long-range planning and, most importantly, through the FEB committees, Federal executives are closely associated in management projects sponsored by the boards.

The story is similar in regard to relationships between the local Federal agencies as a group and the rest of the community. Some boards have sponsored university seminars on intergovernmental relations. One board made a thorough study of the educational needs of all Federal employees in its area and is negotiating with local schools and colleges to fill this need on a continuing basis. Seminars on communication between the local Federal agencies and the rest of the community through the news media have been very successful. In these instances the top news media representatives from the community have met with the field executives to consider how the agencies could best respond to the information needs of the community. In at least one board area, at the request of the news media representatives, the seminars are being planned as annual events.

IMPORTANT NEW FORCE

Reports of board progress and potential aside, one of the most encouraging aspects of the FEB program revealed at the conference was the attitude of the chairmen toward their roles. They have a deep interest in the success of the board program. In addition, their views on field operations and problems demonstrated their ability to speak for the entire Federal community in their areas of jurisdiction.

What about the future of the boards? The reports of progress and potential indicate that the boards are becoming an important new force in Federal management. They are not, of course, replacing the authority of the department heads nor the channels of communication between department headquarters and their field establishments. But their existence and operation are impressing upon field executives that, in addition to duties within their own agencies, the executives have, as board members, a larger role to play.

LEGAL DECISIONS

RESIGNATION

Paroczay v. *Hodges*, District Court, D.C., June 21, 1963. In a previous issue of the *Journal* (Vol. 3, No. 1) we reported the decision of the Court of Appeals, D.C., in remanding the case to the district court for further proceedings. After these proceedings the district court found that the plaintiff's resignation was involuntary and thus void and of no effect. It ordered his reinstatement. The court said:

"In the present case, the essential reason why the resignation must be held involuntary is that the choice was one which plaintiff was forced to make immediately, without time and opportunity—which was specifically requested and denied—'for full and free investigation, deliberation and reflection.' "

REMOVAL—CAUSE

Leonard v. *Douglas*, Court of Appeals, D.C., June 26, 1963. Plaintiff was appointed to a Schedule C position in September 1953. (Schedule C lists positions excepted from the competitive civil service because of their confidential or policy-determining nature.) He was removed in 1961, in accordance with the procedures set forth in section 14 of the Veterans' Preference Act. The reason given for removal was that the relationship between the incumbent and his superior that is inherent in the character of a policy-determining position did not exist between the plaintiff and his superior. The question was whether the requirement of section 14 of the Veterans' Preference Act that the removal be for "such cause as will promote the efficiency of the service" precluded a discharge for the cause given in this case. The court upheld the removal, stating:

"Considering the nature of the position here involved, with the cause found for terminating appellant's occupancy of it, we are unable to read into the Act a barrier to the action taken. The congressional language does not so require. It easily bears the construction placed upon it by the Attorney General, the Commission, and the District Court, and we think that construction, which is clearly consistent with the language of the Act, cannot be said in the context of this case to be inconsistent with the congressional intent in choosing that language."

BACK PAY

Kleinfelter v. *United States*, Court of Claims, June 7, 1963. On June 6, 1956, the agency notified the plaintiff that it proposed to discharge him under section 14 of the Veterans' Preference Act for physical disability. On June 10, 1956, he was placed on involuntary sick leave. The agency later rescinded the notice of proposed adverse action and applied for the plaintiff's involuntary retirement on disability under the Civil Service Retirement Act. The Retirement Division denied the application on April 2, 1957; the Board of Appeals and Review affirmed; and plaintiff returned to work in November 1957.

The General Accounting Office allowed back pay from April to November 1957. The employee sued for pay in lieu of the enforced leave from June 1956 to April 1957. Although he was not technically covered by the back-pay statute (which relates to discharges and suspensions under the Lloyd-LaFollette Act or section 14 of the Veterans' Preference Act and in reductions in force) the court awarded him back pay. The court pointed out that the proceeding for disability retirement had the same objective as the proceeding that was initiated under section 14 of the Veterans' Preference Act: to separate an employee who was considered physically incapable of performing his duties. Since he would have been clearly entitled to back pay if the section 14 proceeding had been continued, the court felt that justice demanded that he be entitled to back pay in this action.

—John J. McCarthy

BEER-CAN BREAK-THROUGH

Puerto Lobos, Mexico, is a village of some 10 houses located on the Gulf of California, where the desert and the ocean meet. Mainstay of the local economy is "catering" to sports fishermen, who nevertheless have to carry in almost all of their supplies, including ice and drinking water.

A visiting American mining engineer reports that, on his last visit, he found the place "booming." The inhabitants were building a new house—of concrete. Construction of the concrete blocks was simplicity itself—mix beach sand, cement, and sea water. Pour in mold, press in two empty beer cans, and level off.

Purpose of the beer cans is to lighten the blocks and save cement.

Source of the beer cans? Litter from fishing parties.

What works in Puerto Lobos does not necessarily work everywhere, but the question, "How can we do this better, or cheaper, or faster?" applies equally in Puerto Lobos, Canaveral, or Washington, D.C.

—Celima L. Hazard

CSC: At Home

1900 E Street (South), nw.
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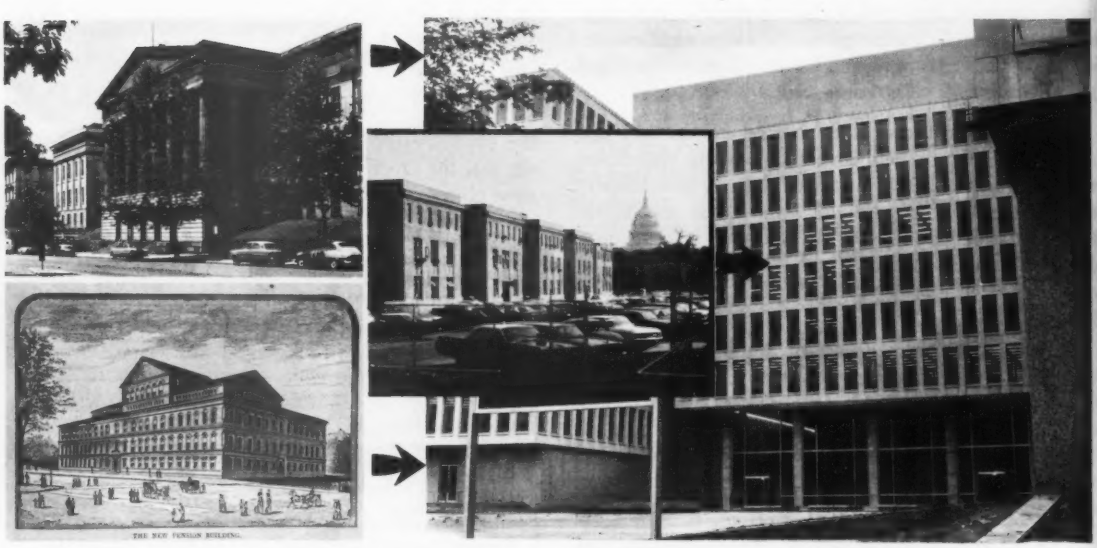

MOVING "DAY" at the Civil Service Commission was three weekends long. The move of CSC's 1,900 central office employees, scattered around Washington in four separate buildings, was staged over the last two weekends in September and the second one in October. Reason: to maintain services during the workweek with as little interruption as possible.

Today, for the first time since before World War II, all CSC central office employees work under one roof.

Most employees were exuberant over the move; some regretted leaving their former convenient downtown locations; and some found the experience a time for nostalgia. The past, whether seen from the vantage point of the 127-year-old "Main Building" at 8th & F, or from the 80-year-old Pension Building at 5th & F, was not something that every employee could walk away from unfeelingly. However, a few days in the new building—and nostalgia, too, was very nearly a thing of the past.

The photos on these 2 pages give some idea of the move. The big job for employees was packing and unpacking: boxes by the truckload and packing tape by the thousand yards.

The photos above show the Main Building, Pension Building, and Temporary E Building merge into Federal Office Building Number 9, the Commission's new home, as seen from the rear entrance on Virginia Avenue. A front view of the building is shown on the cover.

On the facing page, the top pair of photos shows how employees in the Bureau of Recruiting and Examining, including Bureau Director Donald Harvey, upper left, prepared for vacating the Pension Building.

In the next pair of photos, a midnight crew loads a van outside the Pension Building, and other vans take daylight stations outside the Main Building.

Next, contract movers jockey a load of furniture and boxes into the new building's elevators.

Matching photos at bottom reflect a time to work and a time to eat in the new building. They also give some idea of what FOB 9's interior is like—modern in every sense of the word.

Blueprint for a

COURTSHIP OF YOUTH

by NICHOLAS J. OGANOVIC
Deputy Executive Director
U.S. Civil Service Commission

FOR SOME YEARS I have been convinced that Federal agencies should consciously court the interest of youngsters as an integral part of a long-range recruiting program. For the past 2 years I have advocated this courtship of youth every time I have met with groups of Federal recruiters. Recently it occurred to me that I've been directing the right fire at the wrong audience: it seems to me that recruiters fully appreciate the future harvest potential in cultivating youth, but I am less certain that many managers have gotten the message. Thus, this article.

If this seems a harsh indictment of managers in the Federal service, I would plead in their defense that (1) maybe no one has taken the trouble to communicate to them the importance of looking to today's high school students as the source of tomorrow's college recruits, and (2) managers are generally overburdened men who are so caught up in the task of getting a job done today that they have little time for thought about the recruiting problems of a rather remote tomorrow. Since their recruiting officers are also practical men (who like a steady income and regular meals), they center their efforts and limited resources on recruitment sources (primarily the college campus) that will produce the skills and abilities their organizations need in the here and now. Tomorrow's needs are left largely to take care of themselves.

In a time now long past, this philosophy might have been both safe and sane—but no longer. Recent recruiting experience and developments in the Nation's manpower picture have provided painful proof of the

folly of failing to take the long view and gear recruitment programs to it. In the present stiff competition for scarce skills, redoubled recruitment efforts on college campuses have helped us to snare a share of the talent available; but we have fallen short of filling our needs in numbers and we have too often been less than successful in capturing the *quality* candidates required by many critical programs.

Moreover, the following facts make it crystal clear that the problem will be with us for a long time and that—unless we begin to take appropriate action soon—the future will see our problem compounded:

—The image of the Federal service can stand improvement to help attract more of the trained and talented people we need.
—The changing, complex, and vital programs of modern Government demand the best talents the Nation can supply.
—The need for higher and more specialized skills in public and private employment is constantly increasing.
—The Nation's manpower pool will not produce enough trained and able people in higher skill occupations to meet the requirements of competing employers.

None of these hard facts should be news to anyone in the Federal service with responsibility for personnel management. They have been widely and frequently spotlighted in both the popular and the professional prints—including this *Journal*.

For example, "The Implications of Our Image" and a summary of findings of the Brookings Institution study were featured in the *Civil Service Journal* of January–March 1962, and the significance of the Labor Department's long-range analysis of the Nation's work force in this decade were related to the Federal career service in articles published in the October–December 1960, January–March 1963, and April–June 1963 issues. In recent months, the President's "Report on Manpower Requirements, Resources, Utilization, and Training" has been mined by many newspapers and magazines as the resource for a number of news and feature articles on various problems posed for the present and future.

ANALYSIS OF THESE STUDIES and articles suggests a number of courses of action we should be considering in the Federal service, and the fact of the matter is that we have already made notable progress in some areas. But despite all the evidence that Federal agencies should be giving much more attention to youngsters in secondary schools, relatively few agencies have made real progress with this *very important public*.

Very Important Public? Just how important to the future of our quest for quality recruits is underscored by these findings and recommendations of the Brookings "Image" study, as cited in the *Saturday Review* of September 7, 1963—

> Outside the civil service, the most faithful exponent of public service is the high school teacher, who is therefore the master key to the future of democracy. Partly because of the influence of the high school teacher, the brightest pupils in high school have the keenest interest in entering public service.
>
> * * *
>
> Without ceasing present recruitment in the colleges, begin propagandizing the high schools to take advantage of the unusually favorable attitude there toward public service. Pupils who go on to college thus may be encouraged to hold public service open as a career possibility instead of turning sour on Government during college as the Brookings' study shows students tend to do today.
>
> * * *
>
> Assign [the experienced civil servant] active responsibility for serving as an ambassador to the outside world, especially to youth.

This certainly is sound advice to all of us who are concerned with the recruitment and retention of well qualified employees—although I would prefer another term to *propagandizing*, in view of the sinister connotations it has taken on in recent years. So I would make clear that I am not advocating a program of *propaganda* to purvey a picture that does not square with the facts. But I do think it our duty to pupils and parents and taxpayers to see that the *facts—only* the *facts*—about the Federal service and the career opportunities it offers are made known to our youngsters.

To do less would be to shortchange both students and taxpayers. The student should have a foundation of facts about his Government on which to base informed judgments in fulfilling his responsibilities of citizenship in the future; and he is entitled to know of the many opportunities for satisfying careers in civil service for which he may compete under our merit system. The taxpayer is entitled to no less than the best qualified and most efficient civil servants our population can produce—and we can attract such talent to careers in Government only if the facts about Federal work are made known to the young people who will be entering the labor market.

TO THIS I WOULD ADD THE COMMENT that the negative opinions of the Federal service held by adults have proven to be extremely difficult to alter; by the same token, if we can establish a foundation of favorable facts for young people as they mature, we can build a bulwark of truth that will withstand the assaults of falsehoods to which they may be exposed later in their lives.

"Fine idea!" some will say. "But it's not our business—the Civil Service Commission should do the job!"

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In response, let me make three points:

—The Civil Service Commission *has* been doing its part for some years—through distribution of literature and films, through participation in career days and other visits to schools, in conducting certain examinations in classrooms, etc. But there are just too many secondary schools—nearly 30,000 of them—for effective coverage by CSC alone.

—It's *your* business, too! Every Federal agency shares responsibility and has a major stake in recruitment, for the efficiency of their operations depends primarily on the caliber of workers recruited.

—The number and location of Federal field installations, and their identification with their communities, make them the logical point of primary contact with schools in their localities.

The Civil Service Commission is and should be centrally concerned—and we're ready and willing to carry our part of the load. But the job is of such proportion and importance that every agency must do its share, too.

So much for "why" we need to be concerned with the courtship of youth—let's get to "what" we should do.

Putting the answer in the broadest but simplest terms, I would suggest as a goal for each Federal field installation: Strive for "first to come to mind" standing as an employer in your community.

If even a fraction of the thousands of Federal installations throughout the country could attain that objective, our recruitment problems would be solved. For if each agency pursued that goal, almost every young American would learn a lot about the Federal service and the many fine career opportunities it offers. And a sufficient number of the most promising youngsters would be prompted to seek careers in the Federal service.

NOW I REALIZE THAT NO INSTALLATION will be able to offer employment to all young people in their communities who might apply for work, and that the size and nature of the work of some installations are such that they would have few jobs to offer local talent. But they could help a relative in our Federal family by directing inquiries to the nearest agency likely to have employment opportunities of interest to applicants. If agencies aid one another in this common cause, all would benefit.

Now let me suggest some specific things for you to consider as stepping stones toward "first to come to mind" standing in your locality.

First I want to tell you about a most promising project recently negotiated with the Boy Scouts of America by the Civil Service Commission, in keeping with the President's call upon Federal employees "to respond to community needs and to demonstrate the highest qualities of citizenship, off the job as well as on it." Representatives of the two organizations have developed a plan for broadened Federal employee cooperation in scouting activities, which has been enthusiastically endorsed by Chief Scout Executive Joseph A. Brunton, Jr., and Commission Chairman John W. Macy, Jr.

Mr. Brunton has written his key field representatives to urge their cooperation in this "enlarged opportunity for partnership with Federal employees in the development of the highest quality of citizenship in our boys and young men," and Mr. Macy has called on Chairmen of Federal Executive Boards to undertake promotion of appropriate activities through their member agencies. Each FEB has been provided with the following list of suggested areas of cooperation:

- Encourage Federal employees to give leadership to Scouting—as unit leaders, committeemen, commissioners, district and council personnel.
- Share technical competence with youth as Merit Badge Counselors and Explorer Specialty Consultants.
- Establish vocational exploration projects for high-school-age Explorers.
- Furnish speakers for Scout unit meetings. Examples: meteorology—forestry—soil conservation—fish and wildlife.
- Provide service opportunities for Scouts—as ushers or pages at Federal conferences and meetings, to conduct flag ceremonies, etc.
- Arrange Scout tours of Federal installations and Scout use of available Federal facilities.
- Recognize Scouting participation of Federal employees in appropriate ways—special tribute during Boy Scout Week, departmental publications, etc.
- Participate in Eagle Scout and other types of boy recognition events.

SERVE AMERICA THE AMERICAN WAY

Good citizenship means more than good public service during your hours of official duty. Many public needs in every community are met by volunteers who devote some part of their private time to the public good. This is our traditional American way of meeting many local problems.

I urge you to respond to community needs and to demonstrate the highest qualities of citizenship, off the job as well as on it. You, your community, and the Nation all benefit when you carry your full share of responsibility for civic programs and activities.

—President John F. Kennedy

Message to Federal employees, CSC poster #5, Presidential series.

- Assist with major Scout council projects—camp development, organization of new units, camporee, exposition, etc.
- Support efforts to assure operating and capital funds necessary to maintain a top quality Scouting program in the area.
- Sponsor Scout units where need exists and facilities permit. Help provide the opportunity for more boys to become Cubs, Scouts, and Explorers.

COOPERATION IN SUCH outstanding programs as the Scouting and Explorer movements represents only one aspect of a successful courtship of youth. A number of other activities have been conducted and their value proven by Federal agencies throughout the country.

One of the most widespread and profitable activities has been participation in high school career days and assemblies. These annual school-sponsored programs provide an opportunity not only to tell high school students about the employment opportunities in a specific installation but also to call attention to the wide range of employment opportunities throughout the Federal service. Some agencies use the occasion to show agency or CSC films or to distribute literature spotlighting the challenging jobs in Government and explaining how jobs are filled.

A large number of agencies have found opportunities to contribute to curriculum enrichment—assistance much appreciated by teachers of science and mathematics particularly, since rapid technological developments have made standard textbooks obsolete in many respects. Their activities range from providing guest lecturers and classroom demonstrations to arranging for class tours or other special events.

For example, the Naval Engineering Experiment Station at Annapolis, Md., has for some years sponsored an annual "Engineer for a Day" program in which a number of outstanding students from local high schools spend a day at the station actually working with engineers and scientists. Station and school authorities have found it a worthwhile undertaking, and the local newspaper has also hailed the project.

TWO OF THE MOST SPECTACULAR and successful programs of this kind were presented by NASA's Lewis Research Center in cooperation with the Cleveland newspapers last year. The NASA-*Cleveland Press* Youth Days drew 25,000 youngsters, aged 13 to 19, to the center for a special demonstration program capped by a working model of the Telstar satellite—which helped make the point that Telstar's success was primarily due to intensive research done at the NASA Center. Later last year the Lewis Center cooperated with the *Cleveland Plain Dealer* in promoting a mammoth Science Fair that attracted 375,000 students and teachers from throughout the Midwest.

Army's farflung research and development network sponsors an impressive National Junior Science and Humanities Seminar program to interest outstanding high school students in Federal careers. A series of regional seminars culminates in a 3-day program that brings 125 of the country's most outstanding high school students and 50 science teachers to West Point to hear a star-studded array of lecturers and take part in discussions with nationally known experts in their fields.

The Internal Revenue Service has won wide acclaim (and helped to achieve economies in its own operations) through its well known income tax instruction kit used in thousands of high schools. And the Civil Service Commission has developed an educational resource unit, "Civil Service and the Citizen," for use in social studies classes.

Many agencies have found it possible to develop profitable tie-ins with outstanding annual youth programs sponsored by schools or other organizations. The Civil Service Commission has played an active role in a number of Boys State programs of the American Legion in recent years, and it presents a special program for Boys Nation each year, featuring a demonstration by an outstanding Federal scientist. Many agencies cooperate in annual Science Fairs in various ways, such as providing background material for student projects, project advisors, project judges, and special demonstrations of technical equipment.

Accustomed to receiving student requests for material for class papers, some agencies have used the opportunity to develop special material for use in responding to these requests. Others make available visual aids, including films and slide presentations, for use in class. NASA has a group of mobile exhibits that are constantly in demand at schools throughout the country.

Organizations of Federal employees have also sponsored worthwhile programs which could not be undertaken by Government agencies. Employees of the Navy's Underwater Sound Laboratory at New London, Conn., and the Army's Quartermaster Research and Engineer Center at Natick, Mass., have sponsored awards for outstanding science students in high schools in their areas, with money raised through individual contributions and the employee welfare association. The Federal Personnel Council of Northern California is among organizations of Federal employees which have sponsored scholarships for outstanding youngsters. This year a number of locals of Federal employee unions co-sponsored the project which awarded $350 college scholarship awards to children of Federal employees. The two winners were selected on the basis of their scholastic records, leadership activities, and essays on "The Federal Government's Impact on Life in My Community."

Other agencies capitalize on regular annual public programs such as Armed Forces Day, National Hospital Week, and National Employ the Physically Handicapped Week to strengthen youth ties through open houses, essay contests, and other special events.

There are almost endless examples of activities Federal

installations have used to cement relationships with American youth. What is just right for one Federal installation may be impractical for another. But every installation should be consciously courting young people as part of a long-range recruitment program.

Agencies can count on full support from the Civil Service Commission through its Office of College Relations and Recruitment, Regional Recruiting Officers, and Civil Service Representatives. The latter, located in 50 principal centers of Federal employment, have been urged to assist in developing cooperative interagency high school recruitment and information programs in their areas.

The Commission and its regional offices regularly send examination information and make available recruitment literature to high schools. They also promote school showings of the films "Act of Honor" and "The Highest Honor"—both of which may be borrowed by Federal agencies for school and community-group screenings.

The Commission is also developing a publication similar to the college level *Federal Career Directory* for distribution to high school guidance counselors, and it has several exhibits which are available for display at high school career days and similar events.

A number of suggestions and guidance on development of youth activities are contained in the Commission's publication "Community Relations—A Guide for Federal Agencies" and "Suggestions for Strengthening Relations With High Schools." The former may be obtained from the Superintendent of Documents, Government Printing Office. Copies of the latter may be obtained from the Commission's central or regional offices.

A significant new element of support from the Seat of Government—a National Visitor and Student Center in the Nation's Capital—is now shaping up as a possibility in future years. Helped along by an editorial suggestion of the Commission's Executive Director, Warren B. Irons, in the *Civil Service Journal* (July–September 1961), the Visitor Center idea has been included in the plan of the National Capital Downtown Committee, Inc. The proposal has been heralded by press and by leaders in business and Government, and prospects for its development appear excellent.

The Center would provide a reception and orientation facility for the millions of students and other visitors who come to Washington each year. As proposed, it would offer Federal agencies a central showcase in which to portray the nature and scope of their programs, as well as related career opportunities.

It seems to me that when today's Cub Scout becomes tomorrow's college graduate, we should have him straining at the leash for a chance to compete for a challenging career in Government. If every Federal agency and field installation does its bit in a Government-wide courtship of youth, there's no reason why America's largest employer cannot become America's No. 1 employer—"first to come to mind" everywhere in the Nation.

DEAR CIVIL SERVICE COMMISSION

(from actual letters received by CSC)

WEDDING KNELL

"I wish to find out if my examination is scheduled to take place on Saturday, October 16. I am planning to be married on that date, but if the examination is on the 16th, I can postpone the wedding."

INITIAL SETBACK

"With regard to my application blank returned for full name, I will say my parents named me the initials A. J. from infancy. If I must have a full name to secure a Government position notify me at once. I will name myself and send it immediately."

KIN-DREAD SPIRIT

"My main reason for desiring foreign employment is to get away from my wife's relations."

SHOE-NANIGAN

"I applied for cook. I have been told that a man of my weight must be 5 feet 4 inches tall in his stocking feet. I have been cooking for 20 years and it has not been necessary for me to cook in my stocking feet yet."

TIRED BLOOD

"I can certainly recommend him as a conscious worker."

A THANK-WHO NOTE

"Will you kindly put my name in your inactive file for at least 1 year. I have been married for 6 years and in this period of time I had no family. Thinking that I could not have a family, I took a civil service test; however, to my pleasant surprise, I am now with child. Thank you in advance."

LONG LONG EGO

"The disapproval of my application for the Senior Tool and Gage Designer was a squalid action of your department and very unfair to disapprove my application because it has not been confirmable therefore expunged for approval. I deprecate your letter and will not succumb until I prevail and expiate the reason."

TRAINING DIGEST

EXECUTIVE SEMINAR CENTER

Frank S. Caracciolo has been named Director of the Executive Seminar Center, Kings Point, N.Y., which was opened by the Civil Service Commission on October 7. The Executive Seminar Program is attended primarily by Federal executives in grades GS–14 and GS–15, or equivalent pay levels. Each seminar is limited to not more than 36 participants.

"We look upon this academic training for Federal executives as a means for providing a pinnacle of education for those who will be assuming positions of high responsibility within the Government," said John W. Macy, Jr., Chairman of the Commission, when he announced the new program. Expenses of the program will be shared by participating agencies. Space was provided by the U.S. Merchant Marine Academy, which is operated by the U.S. Maritime Administration of the Department of Commerce.

Ten 2-week courses will be offered in three general areas: administration, domestic programs, and national security and world change. Agencies will be expected to nominate individuals only for courses that will contribute to their development.

Mr. Caracciolo was Director of Management Science Training in the Commission. He previously served with the Department of the Navy as Director of Administrative and Management Training Programs.

EQUAL OPPORTUNITY IN TRAINING

The Commission recently revised its training regulations to assure equal opportunity in training for all employees without regard to race, creed, color, national origin, or sex.

The Commission specifically directed agencies not to use for training any non-Government facility such as a college or trade school that discriminates because of race, creed, color, or national origin in the admission or the subsequent treatment of students.

New regulations also direct agencies using non-Federal space for Government-conducted training programs to take steps to assure that no facilities are used which would place restrictions on trainees because of race, creed, color, or national origin.

FEES FOR NON-GOVERNMENTAL TRAINEES

The Comptroller General in a recent decision (B151540) informed the Patent Office that it can legally admit a limited number of persons who are not employees to Federal training, and that attendance fees charged such trainees should be paid into the Treasury's general funds.

The Patent Office pointed out to the Comptroller General that the admission of private citizens into their courses would improve the quality of patent applications and, by training staffs of patent attorneys, would reduce the loss of Federal patent examiners to patent firms. The Patent Office also pointed out that a waiver of liability would be required of every non-Government trainee in order to protect the Government from claims of damages for injury "due to alleged tort" on the part of the Government.

In his decision, the Comptroller General pointed out that the Government Employees Training Act does not authorize training of non-Government personnel but added that he had no objection to the attendance of a limited number of private individuals incidental to the necessary and authorized training of Government employees. The opinion does not permit the Patent Office to use fees collected from such students to defray its training costs.

TRAINING NOTES

An interagency council on education should be established to coordinate the $2.2 billion spent by Federal agencies in and for educational institutions, says the Special House Subcommittee on Education in its report, "The Federal Government and Education."

Two tractor trailers and one railway car have been equipped by Frankford Arsenal, Department of the Army, as training classrooms and laboratories. It is estimated that they have saved more than $300,000 in travel and per diem costs for students during this year.

Lecture-discussion methods and independent self-study methods were found to be about equally productive in a study at Antioch College. Retention of subject-matter after 2 years was about the same. (J. Experimental Educ. V. 31, No. 3.)

A National Academy of Foreign Affairs, proposed by the President as an autonomous Government agency, was considered recently in hearings before the Senate Committee on Foreign Relations.

Public administration interns tend to stay in Government employment, according to the New York State Department of Civil Service. The 1963 study shows that only 13 percent went into private industry or self-employment. (A Report on Graduates, 1947–60.)

Fellowships granted by the National Institute of Public Affairs, plus support from 21 agencies, sent 42 Federal executives to the Universities of Chicago, Harvard, Princeton, Stanford, and Virginia for a year's graduate training in Government operations.

Special pay rates established for a locality do not apply to trainees assigned for training in that locality from an official position outside that locality. For example, an employee working in Illinois assigned temporarily to California for training would not receive an increased rate applicable only in California. (FPM Let. 530–8.)

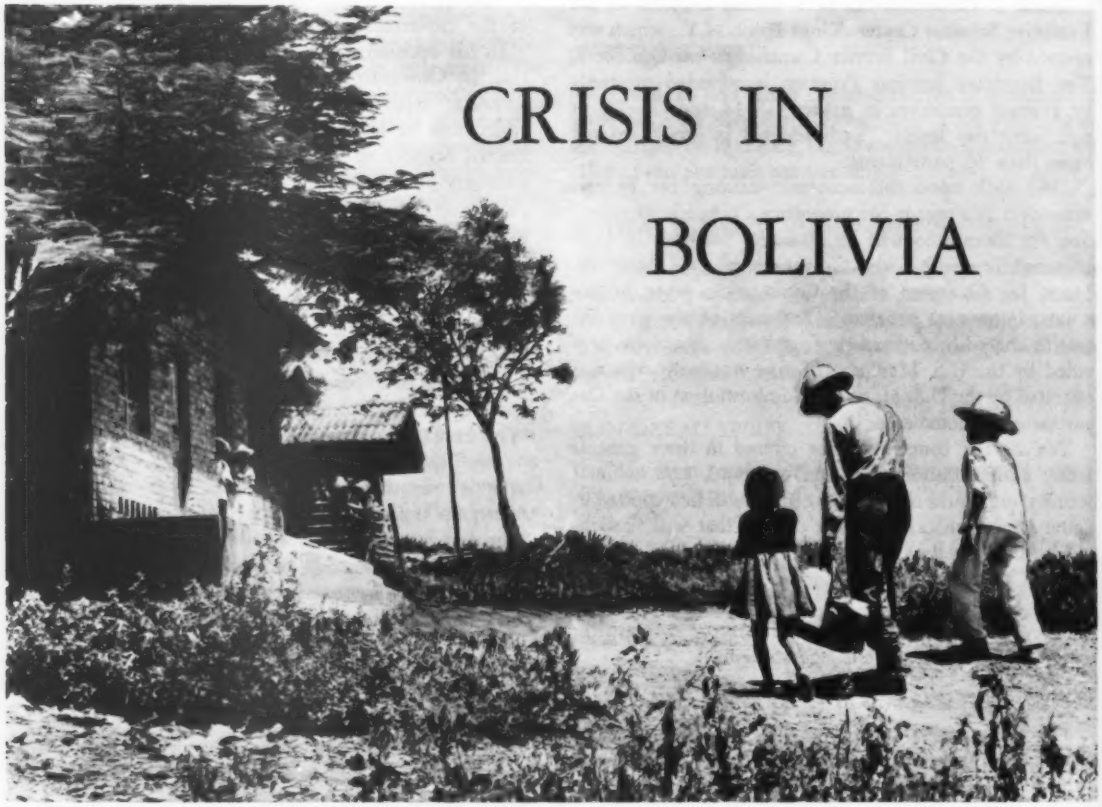
—Ross Pollock

706-180 O - 63 - 3

Civil Servants at Work:

Three Government employees go after a killer disease—not meaning to catch it

CRISIS IN BOLIVIA



THE FERTILE BENI PROVINCE of northeast Bolivia has been handed a raincheck on its economic and agricultural development. In the rural and primitive region, development was the keyword back in 1959, but "time out" had to be called. A strange new dry-season disease began chasing the people away and striking down many who stayed behind as the autumn droughts approached.

"Black typhus," the natives called it. Or more correctly—hemorrhagic fever—a disease previously found in Argentina and some other parts of the world. The cause of the scourge was unknown, and so was the cure—but exceedingly well known was the fact that it killed about 1 in 3 who got it.

The small village of Orobayaya had been completely abandoned. San Joaquin, another hard-hit town, had lost some 500 residents who fled, plus many others who stayed behind to take their chances.

The Bolivian Government battled the fever through several seasonal epidemics, and finally asked the United States for help.

After a preliminary study was made, an all-out project was set up in January 1963, sponsored by the Bolivian Ministry of Health, the Pan American Sanitary Bureau, the U.S. Public Health Service, and the Caribbean Command of the U.S. Army. Headquarters for the study was established in the Panama Canal Zone at the Middle America Research Unit (MARU), a field facility of the

Public Health Service's National Institute of Allergy and Infectious Diseases.

Work got underway immediately at MARU, which is staffed jointly by NIAID and the Walter Reed Army Institute of Research. A field party was flown from MARU to La Paz on a U.S. Air Force plane, and the Bolivian Government furnished additional medical personnel and air transportation into the small village of San Joaquin. The dry season was underway and the disease was raging.

ON THE SCENE

San Joaquin is arranged neatly in squares, with all the houses in each block facing away from the street toward a grassy inner courtyard. The streets are unpaved and grassy, and end abruptly at the edge of town. At night cattle are turned loose on the streets to keep them mowed. Not a motorized vehicle can be found, and electricity is available only a few hours in the evening for the small number of refrigerators and electric lights in the area.

The work continued, and so did the fever.

Six Public Health Service researchers, part of the field party, teamed up to investigate how the disease was spread from person to person. They had observed that those who nursed the sick did not consequently catch the fever, so they suspected a transmitting agent such as mosquitoes, ticks, mites, or lice. Mosquitoes were considered not likely when it was found the fever was far more prevalent in the southern sector of the town. A slower-moving, less mobile carrier was suspected.

On June 27, three of the men decided to collect crawling insects, especially ticks, in the southern sector: Dr. Karl M. Johnson (classified civil service), Dr. Ronald B. Mackenzie (Commissioned Corps of PHS), and Mr. Angel Muñoz (a wage-board medical technician). They dragged strips of loosely woven cloth through the grass and underbrush. An odd assortment of bugs grabbed onto the passing cloth (as well as onto the men's clothing) and were collected for study. But several days later disaster struck. All three men came down with hemorrhagic fever.

The disease manifests itself by high fever, chills, and aching. In very mild cases there may be no further symptoms. In progressively severe cases it causes black skin blotches from capillary hemorrhaging, bleeding from body orifices, tremor of the tongue, severe shock, coma, and death.

No one else in the field party caught the disease, and the three who did were quickly evacuated back to Gorgas Memorial Hospital in the Canal Zone for medical care.

An American expert, Dr. George Entwisle, Professor of Medicine at the University of Maryland, was flown to Panama in a speeded effort to provide the best possible medical services to the stricken employees. Dr. Entwisle had gained his special knowledge of hemorrhagic fever in Korea where a disease similar to the Bolivian variety exists.

Though there is no known cure for the disease, a patient's chances for recovery seem to improve with the quality of general medical care he receives. The severity of the three cases at Gorgas ranged from mild to moderately severe. Only one of the men went into shock and none into true coma.

Though this story does not yet have an ending, the middle of it rests on a happy and promising note: happy in that Johnson, Mackenzie, and Muñoz survived the ordeal and have recently returned to Bolivia to continue their work (this time with immunity, they hope); and promising in that significant progress has been made in isolating a virus believed to cause hemorrhagic fever. This virus, if found conclusively to be the cause, will open new avenues toward the development of an immunizing agent. And, from the trying experience of the three men who were stricken, it seems that identification of the carrier with the calamitous bite is close at hand.

Soon, it is hoped, the cause, prevention, and cure for hemorrhagic fever may be added to the impressive list of medical achievements in which Federal employees have played leading roles—often, as this story illustrates, risking life and limb to bring about a healthier world for us all.

AFTERMATH—Dr. Karl M. Johnson (right) was one of the three Government researchers who contracted hemorrhagic fever while investigating it in Bolivia. Here Dr. Johnson checks map of Bolivia with Dr. Alexis Shelokov, Chief of the Laboratory of Tropical Virology, National Institute of Allergy and Infectious Diseases. (*NIH photo*)

QUOTABLE:

THE LONGEST TRIAL

The longest criminal trial in U.S. history lasted nearly a year and ended in February 1963. The case involved violations of Federal securities laws by a private corporation, and was tried in the U.S. District Court in New York before Judge William B. Herlands.

Following the jury's verdict of "guilty," and the defense counsel's reference to the verdict as a "grave injustice," the Judge put his feelings squarely on the record. A portion of the record follows.

♦ THE COURT: . . . Of all the words in the dictionary, you picked out the wrong one. There is *no* injustice here. The jury listened for 11 months. There never was a case that was presented with such detail, such documentation, letters, books, records, confirmations, witnesses. There never was a case that was proved to the hilt the way this case was proved.

. . . I want to add only one note, and it is a very inadequate note, to the record, and that is that the prosecution has been conducted by Gerald Walpin, Jack D. Samuels, and Donald J. Cohn, Assistant United States Attorneys, in such a manner as to merit the highest commendation from the court. Despite provocation and despite almost every known obstacle thrown in their way they proceeded in a calm, unruffled manner to present the evidence in a very lawyer-like way. The Government's case was prepared with consummate care; the sequence of the exhibits, the preparation of the witness sheets, the entire conduct of the prosecution represented a high order of professional skill that many members of the bar many years older than these three Assistant United States Attorneys, would and should be proud of. . . . I think it is important for the record to show that the length and duration of the trial was in no way attributable to any inadequacy of preparation on the part of Government counsel.

They did everything they could to speed up the trial. Their exhibits . . . represented the very quintessence of efficiency. The direct examinations were succinct. . . . It is obvious to me that they probably have not slept much in 11 months in order to achieve all of this work.

They have been assisted by two very able representatives of the Securities and Exchange Commission, Ralph H. Tracy and Allen S. Kilmer. It is evident that they performed Herculean labors by way of investigation and ferreting out the facts, and I think that the Securities and Exchange Commission, Mr. Tracy, and Mr. Kilmer, deserve commendation for the way in which they are discharging their function of acting as the financial watchdog for the investment public. ♦

A LOOK AT USIA

—from an address by EDWARD R. MURROW, Director, U.S. Information Agency, before the 59th Annual Convention, Advertising Federation of America, Atlanta, Ga., June 19, 1963.

♦ THE U.S. INFORMATION AGENCY is in the communications business. We seek to tell others something about the kind of men who inhabit America. Our purpose is to associate this people and this Government with the hopes and aspirations of other peoples. To do this we put to hopeful good effect every instrument of modern communication known to man.

We broadcast radio—the Voice of America—789 hours every week in 36 languages daily. For special events coverage, such as the orbiting of Gordon Cooper, we broadcast in up to 62 languages. Every week, for use on overseas domestic stations translated into their native languages, our posts place locally 14,000 hours of taped broadcasting. We do not pay for this time.

We make moving pictures. Six hundred million people a month see USIA films produced in 52 languages.

We produce television, placing over 500 programs every year in 61 countries.

We are in the press business. We send a wireless news file transmitting 10,000 words daily to over 100 world posts. We print newspapers and magazines—66 magazines and 20 newspapers in 25 languages. We have a worldwide photo service, last year placing a million and a half pictures in newspapers around the world. We print pamphlets and cartoon strips—over a million pamphlets last year, and five cartoon strips published in 87 countries—including one that is the most widely read printed feature in the world.

We produce traveling exhibits, some 300 of them in continual use around the globe.

We publish books—five million of them last year, many of them in foreign translations, but not near enough.

We run libraries and binational centers—182 libraries in 88 countries and 159 binational centers, with approximately 30 million people visiting them each year.

We teach English, having instructed over a million persons since 1953. We are teaching English in classrooms to nearly one-quarter million people this year. English lessons by television reach millions more.

In conjunction with the Department of State, we administer the education and cultural exchange program—helping some 5,000 students, leaders, and teachers every year to experience our country for themselves.

We work in private cooperation with U.S. business

firms, with hundreds of separate concerns sending material to their thousands of representatives working abroad.

And this is all done by some 1,500 Americans and 7,000 foreign nationals working overseas, backed up by 2,500 Americans in this country, with our Agency budget last year of $131.6 million.

OUR CLIENT IS, of course, in advertising terms, the United States of America. More particularly, it is the Government of the United States acting in behalf of the people of this land. Our client demands, and we owe him, only our very best.

We are on the ground in 104 different countries. Some of these countries are directly opposed in varying degrees one to the other: India and Pakistan, Israel and the Arab States, the Congo and South Africa, yet we must operate in them all.

THE MESSAGE WE CONVEY to them is not a simple one. Ours is a land of the multiple ideology. Democracy is not simple but complex. We allow, even encourage, dissent. Variety is our hallmark. We have made it a national credo not to have one belief, one rationale, one guide, one dogma. We have made a veritable dogma of having no dogma.

Thus it is that our Agency has been the recipient of great volumes of advice. The political scientist, the professor, the student, the researcher, the sociologist, the psychologist, the anthropologist, the newspaperman, the broadcaster, the businessman, the sales manager, the manufacturer, the diplomat, the advertiser, the public relations man, the missionary, the writer—they all say they have answers for our business of propaganda. And, in truth, some do have some of the answers. But the very variety of source and suggestion is enough to suggest that no one person has a monopoly on the how of understanding the United States.

As a people, we prefer it this way. We would suspicion any man who suggests he has a monopoly on what to be or how to think or what to say. When someone comes forth to assert such, the American experience puts the lie to his assertion.

OUR CONCERN is with the idea and the ideal. We cannot gage our success by sales. No profit and loss statement sums up our operations at the end of each year. No cash register rings when a man changes his mind, no totals are rung up on people impressed with an idea. There is no market listing of the rise or fall in the going rate of belief in an ideal. Often, one's best work may be merely to introduce doubt into minds already firmly committed. There are no tallies to total or sums to surmise when you've finished a day of explaining disarmament or discussing with the disenchanted the hope of an Alliance for Progress.

In short, gentlemen, our job is far different from selling a product to a single mass market. We are not selling America abroad. America is not for sale. Sloganeering and boasting of cars and washing machines is a product of the past. How much food and how many refrigerators we have in America is hardly a persuasive message to men who have no food either to refrigerate or to eat. . . .

To do our job, we require *people* and *money*.

We do not know how much the Communist world spends for propaganda and information. USIA has tried to estimate the size of the Soviet propaganda effort worldwide, but has found it impossible to strike a reliable estimate. But a study published by the Internal Security Subcommittee of the Senate Committee on the Judiciary in 1960 estimated, and I quote: "The various forms of Communist propaganda throughout the world involve a personnel of about 500,000 and an annual expenditure of approximately $2 billion . . ."

I quote further: "It can be said that Moscow (with slight aid from Peking) spends $2 a year per free man to be subjugated. To grasp the magnitude of this figure expressing the scope of the political war Moscow wages against us, we should remark that an American Senate Committee has estimated the sums allocated by the United States to world propaganda at 1¼ cents per person per year. If the budgets of all other free countries are added the total hardly comes to 2 cents.

"On this point the Soviet effort is roughly 100 times as great as that of all the rest of the world." End of quotation. ♦

McNAMARA ON MANAGEMENT

—from Secretary of Defense Robert S. McNamara's reply to a query on "CBS Reports," September 25, 1963.

♦ Q This, in effect, is why I suppose, some people have said that not only are you the *strongest* Secretary of Defense but the *first* Secretary of Defense, that the others acted as umpires between the services and ambassadors to the Congress.

A. This may represent perhaps a difference in philosophy of management. It may well be the case. I think there are two philosophies of management that every manager must choose between. One is what I would call the passive judicial role: you sit behind this desk—it's a large desk—the papers flow across it—and they'll flow across it because only you have the authority to make certain decisions, and the decisions must come to you for signature, and there are boxes and boxes of pieces of paper. And one could spend a full day just sitting here and reading the paper and signing on the signature line. This is, as I say, a judicial role—it's a passive role. I don't believe in that. My own strong belief is, a manager should be an aggressive leader, an active leader, asking questions, suggesting alternatives, proposing objectives, stimulating progress. It's this, I think, that causes our Nation to grow—grow in strength and grow in purpose. And this is the role I'm trying to fill. ♦

The Awards Story:

Progress and Efficiency through People

FEDERAL EMPLOYEES, through their ideas for improvement and their special achievements, made substantial contributions to the efficient, economical accomplishment of agency missions in fiscal year 1963.

Agency reports on the year-end results of the incentive awards program reveal that these "extra" contributions by more than 180,000 employees produced measurable benefits valued at over 100 million dollars—benefits in the form of man-hour savings, lower costs of supplies, and reduced paperwork. Other benefits such as improved services to citizens, safer work environment, and advances in technology could not be measured in dollars.

MAJOR CASH AWARDS

The top cash award of the year went to Dr. Herbert Friedman of the Naval Research Laboratory who received $10,000 and the Navy Award for Distinguished Achievement in Science for his pioneering experiments in astronomy and astrophysics. These are some of the other large cash awards made in fiscal 1963:

For Special Achievements

$5,000 to Frank R. Marquardt, an aerospace engineer in Navy's Bureau of Weapons, for invention of a new 20-mm. aircraft gun that has a firing rate four times faster than present guns.

$4,025 to Morris E. Petterborg, a GS–12 contract administrator at Air Force's Sacramento (Calif.) Air Materiel Area, for outstanding foresight and perseverance which resulted in a $2.9 million reduction in the cost of a defense contract.

For Improvement Ideas

$3,885 to Walter S. Crane and Manuel Russel, Jr., sheet metal workers at Air Force's Ogden (Utah) Air Materiel Area, for suggesting a method to repair damaged F–101 Voodoo aircraft wings previously condemned to the scrap heap. Net savings from the salvage of 85 wings amounted to $2.8 million.

$1,500 to Sanford I. Tennyson, a traffic manager with the Army Supply and Maintenance Command, for a suggestion to use dehumidified containers to ship rifles—instead of packing them in thick grease. Resultant first-year savings from reduced packaging and shipping costs amount to $500,000.

For Group Accomplishments

$3,735 to a 5-man research team at the Army Electronics Research and Development Laboratory, Ft. Monmouth, N.J., for development of an electronic "crowbar" that doubles the life of a $45,000 klytron tube used in the Nike-Zeus antimissile system. Savings of $1.6 million from less frequent tube replacement and reduced costs are credited to Mortimer H. Zinn, George W. Taylor, and Anthony J. Buffa (electronic engineers), Joe Schneider (physicist), and Raymond W. Brower (electrician).

$1,350 shared by three Internal Revenue Service employees—Francis Browitt (systems analyst), George McCreary (programmer), and Wayne Schmall (management analyst)—for developing the new "Variable Field Card Punching" system that cuts in half the time required to process tax return data through the new ADP system. Their accomplishment results in annual savings of 200 man-years valued at $1 million.

$1,200 to a 7-man team of cost accountants with the Agricultural Stabilization and Conservation Service, for their resourcefulness and drive which enabled the group to complete a detailed field study of the entire Hawaiian sugar industry in 400 fewer man-days than previously required for a similar study.

RECORD HIGHS

The past year saw the following agencies set new record highs in top cash awards granted to date:

The Post Office Department presented the largest suggestion award in its history, $3,000, to Harry Knarr, vehicles superintendent at the Sarasota (Fla.) Post Office, for suggesting a new-type mirror for postal vehicles that enables drivers to see "blind spots" when pulling away from the curb, thus greatly reducing the possibility of tragic accidents involving children playing around the truck.

Federal Power Commission engineers Jack M. Shepley and Charles B. Walters shared a $1,200 superior achievement award, largest cash award ever granted by FPC, for devising a system for making quick computations on high voltage transmission line problems.

The Department of Health, Education, and Welfare granted its largest suggestion award to date, $1,135, to Gerald C. Klemm, a chemist in the Kansas City District Office of the Food and Drug Administration, for a suggestion that substantially reduces time required to lab-test food samples for radioactivity.

The Federal Communications Commission granted a $1,000 special achievement award, largest cash award in its history, to electrical engineer William K. Roberts, who conceived and constructed a new calibrating device that greatly increases the accuracy of commercially purchased meters used to measure the strength of TV picture reception.

The Selective Service System presented a $675 award, top cash award in this agency, to four employees for a forms simplification suggestion which reduces typing time by an estimated 8,500 man-hours yearly.

KEY PROGRAM DEVELOPMENTS

A number of significant developments in individual agency programs were recorded in 1963.

For the fifth successive year, the Air Force suggestion program produced over $25 million in measurable dollar benefits, which places AF at the top of all departments and agencies in this respect.

For the ninth consecutive year, the Post Office Department showed an increase over the previous year in the number of employee-originated solutions to postal operating problems. The number of adopted employee suggestions in 1963 was 38 percent higher than in 1962.

The Veterans Administration's suggestion program maintained its distinctive place among similar programs in industry as well as in Government by finding it possible to adopt one out of every two employee suggestions received.

Inspired by the President's call for increased productivity and full use of manpower resources, the Department of Commerce conducted an intensive search for new employee ideas to increase efficiency and output. Result: over 17,000 employee ideas, many of which are expected to further the goal. Significant byproduct: more employee enthusiasm for solving job-related problems.

WHAT'S AHEAD?

In the Department of Defense the $4 billion per year cost reduction goal set by Secretary McNamara is challenging management and supervisors to make optimum use of the incentive awards program to enlist employee thinking and effort in the search for ideas that will help DOD hit the target.

"Operation Teamwork," after a successful pilot test, is now being installed widely in the Post Office Department. It is aimed at encouraging postal supervisors to use the awards program to build improvement-minded work units. Increased economy and effectiveness are the goals.

These activities in the two largest agencies of Government exemplify efforts throughout the Federal service that promise fiscal year 1964 will be another fruitful year in achieving Progress and Efficiency through People.

EMPLOYEE CONTRIBUTIONS TO IMPROVED GOVERNMENT OPERATIONS

Fiscal year 1963

SUMMARY

Suggestions adopted	105,347
4.4 per 100 employees	
Superior performance recognized	83,710
3.5 per 100 employees	

MEASURABLE BENEFITS

Adopted suggestions	$68,774,474
Superior performance	$31,294,083

PLUS

INCREASED SAFETY, IMPROVED MORALE, TECHNICAL ADVANCES, AND HIGHER QUALITY PUBLIC SERVICE

Awards to Employees

Adopted suggestions	$ 3,176,544
Average award	$ 42
Superior performance	$11,442,666
Average award	$146

RECRUITERS ROUNDUP

AIDS FOR THE COLLEGE RECRUITER

College recruiting for the Federal service is a program area where the techniques are being constantly changed to meet the changing personnel requirements of agency operations. Sometimes new sources of talent must be found and tapped, and novel recruitment approaches must be developed. Small wonder that the new recruiter or recruiting program manager sometimes feels overwhelmed.

Fortunately there are some recent texts by leaders in the college placement field which can provide insight and assistance to the newcomer until he can respond on the basis of personal experience and observation.

These writings can make a definite contribution to any agency's college recruiting program. They reflect the actual cases or experience of the authors in their observations. For the new recruiter, or the experienced recruiter looking for ways to improve his program, the following books are excellent sources of information.

The Fundamentals of College Placement, The College Placement Council, Inc., edited by Robert F. Herrick, College Placement Council, and Everett A. Teal, Lehigh University, 1962. 242 pp.

As promised in the foreword, the text provides a "broad survey of current philosophy and techniques" in the college placement field. Although written for the college placement officer, the book can be of great assistance to the recruiter interested in a complete knowledge of the campus operation that places him in contact with the students and faculty of a school. The book's excellent presentation of the facilities, services, protocol, procedures, and other facets of the placement operation makes it a valuable source item in the recruiter's technical library.

Planning Your Career, Robert Calvert, Jr., and John E. Steele, McGraw-Hill Book Company, 1963. 152 pp.

Two recognized leaders in their field, Calvert and Steele, have drawn upon their experiences at the University of California at Berkeley and Ohio State University, respectively, to guide the college student in the throes of launching a career for himself. Although intended as a career planning guide for students, this book is an excellent source of information for the college recruiter in determining the orientation the college graduate has received prior to scheduling himself for a series of employment interviews. The extent of a student's orientation to the features of an agency's employment program is clearly defined in this text. The better an agency is able to draw parallels in their employment and career offerings to the career planning of the graduate, the more successful the agency will be in securing a commitment from the college candidate.

Manual for Campus Recruiting, Everett A. Teal, Lehigh University, 1962. 26 pp.

So popular that the initial supply is nearly exhausted and so useful that it is soon to be published and distributed by the College Placement Council, this manual is a valuable asset for a college recruiter. The author is Director of Counseling, Testing, and Placement at Lehigh University. He describes techniques and offers advice on all phases of college recruiting. Some of the many areas include selection of schools, techniques of attracting candidates, handling offers and acceptances of employment, and Ph. D. and graduate recruiting.

How 300 Companies Recruit Manpower Through Colleges and Universities, Frank S. Endicott, Dartnell Press, 1962.

This survey provides practical answers to questions regarding industrial firms' programs for hiring, training, and promoting college and university graduates. The author, Director of Placement at Northwestern University, has collected data and gives examples of procedures and techniques of hundreds of companies that have been successful in recruiting college and university graduates. He provides answers to questions in these program areas and discusses many other factors, including the relationship of the recruitment program to management's responsibility in this area. While the title and the report imply orientation to industrial recruitment, the survey is organized in manual form and discusses the techniques and gives examples of successful recruiting programs, their planning, organization, and final evaluation. Its coverage of such things as determining needs, selecting a recruiter, building cooperative relationships with colleges, and recruiting alumni, are some of the areas quite appropriate for application to Federal recruiting programs.

Though there are other good texts on the recruiting function, the four selected for treatment here were chosen because of their immediate availability and the common vantage point of recruiting programs held by their authors.

John S. Anderson
Assistant to the Director
Office of College Relations
and Recruitment

Facts, not Fancy, about Women in the Federal Service

—IS IT TRUE *that women are a greater employment risk than men in terms of job stability and training investment? . . . Take excessive sick leave? . . . Quit their jobs more frequently than men employees?*

—IS IT TRUE *that women are not really interested in a working career? . . . Have low aspirations? . . . Do not like to accept greater work responsibility?*

—IS IT TRUE *that women prefer men supervisors and dislike working with other women? . . . Are content to play a minor role in the work environment regardless of ability or potential? . . . Involve themselves minimally in outside activities related to their jobs?*

AFFIRMATIVE ANSWERS to questions of this nature reflect assumptions which have been frequently expressed over the years as the basis for restricting or limiting the employment and advancement of women, both inside and outside of Government.

Are these assumptions fact or fancy?

First, a bit of background.

by EVELYN HARRISON, *Deputy Director*
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THE PRESIDENT'S COMMISSION on the Status of Women has just recently completed its work and submitted its report to the President. The Commission was charged with assessing the current status of women in this country and with making recommendations, as needed, for constructive action to advance the full partnership of men and women. One area of concern of the Commission was the existence of attitudes, customs, or practices which unjustly affect the employment status of qualified women who choose to work outside the home or are forced by family or other personal circumstances to do so.

In announcing the establishment of the Commission in December 1961, President Kennedy said:

> **"Women are entitled to equality of opportunity for employment in government and in industry. . . .**
>
> **"I believe that Federal employment practices should be a showcase of the feasibility and value of combining genuine equality of opportunity on the basis of merit with efficient service to the public.**
>
> **"It is my firm intent that the Federal career service be maintained in every respect without discrimination and with equal opportunity for employment and advancement."**

The President specifically charged the Commission with examining, among other things, the employment situation in the Federal service. At the same time he requested Chairman John W. Macy, Jr., of the Civil Service Commission, also a member of the Commission on the Status of Women, to begin working with the various departments and agencies in eliminating existing personnel practices which might be discriminatory with respect to one sex or the other.

In line with its overall mandate, the President's Commission established a number of subordinate committees, one of which was the Committee on Federal Employment Policies and Practices. This committee was concerned with constructive employment opportunities for women in the competitive service, the excepted service, the foreign service, and the armed forces. It was this committee which initiated action resulting in the abolition last year of the long-standing appointment and promotion policy which had permitted, over the years, any Federal appointing official full discretion to limit his consideration to men or to women, without regard to duties to be performed, when filling any position in his agency.

While the percentage of women in Federal employment is not as high as the national average, they constitute about one-fourth of the Federal workforce, nearly 600,000 employees. Women are employed in a wide variety of occupations, but they are predominantly in the lower salaried, nonprofessional, white-collar positions. The average grade of all women employees under the Classification Act is GS–4. The average grade of all men employees is GS–9. In the professional ranks where

PRESIDENT'S COMMISSION ON THE STATUS OF WOMEN

Federal Employment Policies and Practices Committee

MARGARET HICKEY
Chairman of Committee
Public Affairs Editor
Ladies Home Journal

women comprise 18 percent of the total (half of the women professional employees are nurses) the average grade is four grades higher for men than for women.

More than 98 percent of *all* positions at GS–13 and above in the Federal service are held by men.

This same employment pattern among men and women in the Federal Government—that is, the relatively small proportion of women in middle and upper level supervisory, management, and professional positions, and the heavy concentration of women in lower level positions—is also generally characteristic of employment in business and industry.

The Committee on Federal Employment Policies and Practices was interested in obtaining data which might be indicative of the employment characteristics of women workers. It was believed that Government employment for the most part reflected the same economic, cultural, and social forces and attitudes affecting the hiring and advancement of women that exist in the private sector.

The Civil Service Commission was engaged in a comprehensive Government-wide study of the Federal sick leave system covering the year 1961. Comparative information concerning the use of sick leave among men and women employees would be available from this study. The Committee on Federal Employment Policies and Practices asked the Civil Service Commission to spearhead two additional studies involving the career service: one dealing with a survey of advancement progress among men and women employees, and the other dealing with comparative rates of turnover.

II.

The two studies were conducted and a preliminary analysis and report made this past spring to the Committee. Was the new information significant? Let us compare what was found with some of the general assumptions about the employment characteristics of men and women workers.

ABOUT THE AUTHOR

EVELYN HARRISON is Deputy Director of the Bureau of Programs and Standards, U.S. Civil Service Commission. She was closely affiliated with the President's Commission on the Status of Women, and particularly involved in the work of its Committee on Federal Employment Policies and Practices. Miss Harrison wrote of the work of the President's Commission and its committees in her article, "The Quiet Revolution," in the October–December 1962 *Civil Service Journal.*

USE OF SICK LEAVE

Assumption: *Women workers take excessive sick leave in comparison with men workers.*

Facts: Active Federal employees (those not separating from the service for disability or other reasons) used an average of 8.3 days of sick leave per employee during 1961.

Women employees averaged a little over 1½ days more sick leave during the year than men employees. The average sick leave of women was 9.6 days; that of men 7.9 days. The difference between the two tended to diminish proportionately with age. Up to age 35, women averaged 2½ days more sick leave than men. At age 60 and above, *men* averaged ½ day more than women.

Fifteen percent of the men and 7 percent of the women used no sick leave at all during the year.

Included in the sick leave taken by women was leave for maternity purposes. This is reflected in the greater difference between men and women in the lower age groups. The Federal leave system does not provide, as is done in many countries, for a separate category of leave for the bearing of children.

TURNOVER

The study on turnover dealt with reasons men and women employees voluntarily left their positions, and how these reasons varied with age, sex, grade, occupation, and marital status. The study on advancement dealt with the progress of the careers of men and women with respect to occupation, age, length of service, education, and family situation. This latter study also attempted to determine attitudes of men and women employees in various working relationships, and the relative career aspirations and expectations of both sexes.

The turnover study was directed to all full-time employees in the competitive career service who were leaving their jobs voluntarily (including transfers to other agencies) during a 6-week period last winter.

Assumption: *Women leave their jobs more frequently than men.*

Facts: The turnover rates of women employees, by grade, occupation, and age groups, are consistently higher

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than those for men employees. The greatest variances, however, do not occur between the sexes but rather between different age groups, occupations, and grade levels, irrespective of sex. For instance, both men and women in the Postal Field Service have a substantially lower rate of leaving their jobs than either men or women in positions under the Classification Act.

The highest rates of turnover, including those of both men and women, are among the "under 25 years of age" groups, and among men and women in lower grade clerical positions.

As employees of both sexes move into more responsible positions at higher grades they are less inclined to leave their agencies. The turnover rates for men and women draw closer together at the higher grade levels of GS–9 and above.

As far as age is concerned, turnover rates for both men and women also decline steadily from the early twenties to the early fifties. At the early fifties the rate for women is about one-sixth, and the rate for men about one-seventh, of what it is when they are in their twenties.

Women 40 years of age and above leave their positions less frequently than men under 30 years of age.

There is heavy turnover for both men and women during the first 4 years of service. The rates for both sexes drop substantially during the next 15 to 20 years. Then there is a sharp increase as voluntary retirement begins.

IN ANALYZING THE PRIMARY REASONS FOR LEAVING their positions it was found that nearly one-half of all women leave because of family responsibilities—marriage, pregnancy, staying at home with the children, taking care of parents or husband, change in location of husband's job.

The primary reasons that men leave are: voluntary retirement or poor health, better job opportunities, and lack of job satisfaction. These three reasons account for more than three-quarters of the men leaving their jobs.

Of the women who do not leave for family reasons, the reasons for leaving appear similar to, and in about the same proportion as, those advanced by men.

Most women do not plan to go immediately to another job when they leave their current positions. This is supported by the large percentage who intend to stay home for family reasons. For those who are going to a different position, the majority of them are transferring to other jobs within the Federal service.

For the men, over one-third are not going to another job. These are the ones apparently leaving because of poor health or who are voluntarily retiring. One-third are transferring to other positions within the Federal service, 18 percent are going to private industry, 5 percent to be self-employed, and 6 percent to other employers such as State and local governments, international agencies, and educational institutions.

Men are more likely to leave their positions for "more money" than are women. The highest expectation for "more money" is among men going into self-employment, private industry, and State government. Despite the improvement in salary scales in the field of education, most of the men leaving to take positions in educational institutions were taking a cut in salary.

COMPARATIVE ADVANCEMENT

The study on comparative advancement covered a broad sample of nearly 30,000 career employees in grades GS–5 through GS–15. All occupations were covered *except* several such as nurses and investigators, which do not include large enough groups of one of the sexes to afford a basis for comparison.

Assumption: *Women have limited career aspirations.*

Facts: In the past 2 years, relatively more men than women have been promoted to GS–5 and above.

Men fare better in their career progress than women who have the same educational background or length of service. In almost every comparison of men and women by length of service or educational level, women have a lower median grade in each occupation studied.

Typically, men are younger and have fewer years of service, grade for grade.

But grade for grade, *women are better educated than men.*

The average aspiration level of men is to attain two grades higher than their current position; for women, one grade. About two-thirds of the men at GS–13 expect to reach GS–15 sometime in their working careers; about one-third of the women do. (This may reflect in part a

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generally lower aspiration level for women and in part a recognition of what has been the realities of their situation.)

A substantial number of women, particularly in grades GS–11 and above, feel strongly that their promotion prospects are poor because of their sex, and that their lack of advancement is primarily because of sex discrimination.

They also feel they have to be clearly superior to men to be promoted.

Training Opportunities.

Assumption: *Women are not considered good training risks.*

Facts: In the upper grade levels there were few major differences in the extent of training opportunities which have been made available to men and women. For all employees in these levels, training opportunities have increased with years of service. For employees in the lower grades, women consistently have had fewer training opportunities, regardless of years of service, than have men.

These data have some significance with respect to the number of agency-sponsored training courses being given employees, with a substantial amount being given to women, but they do not provide any basis for assessing the nature of the training.

Participation in Career-Related Activities.

Assumption: *Women are content to play a minor role in the work environment and involve themselves minimally in activities related to their jobs.*

Facts: Grade for grade, from GS–9 and above, women participate in as many, *and in most instances considerably more,* career-related activities as do men. Women have a higher rate of membership in professional societies, publish more professional articles, spend more time after hours in job-related activities, and take more special college courses in connection with their jobs. For instance, at the GS–15 level:

—68 percent of the men hold membership in professional organizations, compared to 79 percent of all women and 83 percent of single women.

—47 percent of the men have published one or more professional articles, as compared with 72 percent of all women and 75 percent of single women.

—In job-related activities beyond the regular workweek, such as taking work home, reading professional journals, attending meetings, men average 27 hours per month and women 29 hours.

—71 percent of the men, 73 percent of all women, and 83 percent of single women have taken one or more formal college courses relating to their jobs during their employment.

As might be expected, the percentage of employees of both sexes involved in these activities increases with the grade held. However, the relatively higher involvement of women is evident throughout.

Attitudes About Supervisors and Associates.

Assumption: *Women prefer men supervisors and dislike working with other women.*

Facts: The data revealed are particularly interesting in that the assumption apparently describes the attitude of men, *not* that of women.

Most women have no preference either for men or for women as supervisors or as coworkers. Men prefer men in all responsible job relationships, and even more strongly as supervisors.

Men clearly show a negative attitude toward acceptance of women either as upper level supervisors or as upper level coworkers in their own occupational fields. Consistently, through all grade levels, nearly three-quarters of the men think that men would perform better as supervisors, and more than one-half of the men think that men would perform better as coworkers. Practically no men think women would be better in either situation.

On the other hand, only a relatively small percentage of women prefer men in these working relationships, and an even smaller percentage prefer women. Some indicate no opinion. The majority of women, from 50 percent at GS–7 to 70 percent at GS–15, think there would be no difference in the performance of men and women as upper level supervisors. An even greater proportion,

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ranging from 60 percent at GS–7 to 80 percent at GS–15, feel there would be no difference in the performance of men and women in upper level, nonsupervisory jobs.

When the preferences toward men or women in various working relationships are examined in the light of whether the employee ever had a woman supervisor, the majority of women who have worked for another woman state they have no preference between men and women.

For the men there is very little difference of opinion among those who have, or who have not, had a woman supervisor. Men continue to prefer other men, although having had a woman supervisor does tend to reduce this preference somewhat.

III.

THIS TOUCHES BUT A FEW of the highlights of the preliminary findings. The published report of the Committee on Federal Employment Policies and Practices includes greater detail. In addition, the Personnel Research staff of the Civil Service Commission is currently making further analysis of the data relating to turnover and advancement, exploring a number of relationships beyond those already studied. A full report will be published some time in the future.

What are the implications of these findings—to women currently employed in, or interested in entering, the Federal service—to supervisors and personnel managers in the agencies?

Obviously, it cannot be concluded that the general composition of the Federal work force is a result primarily of lack of equal job opportunities for women. Women are not generally qualified for, or interested in, a number of occupations in the Federal service. Too, it is agreed by many married women that their jobs are of secondary importance in their dual roles of homemaker and contributor to the family income. This seems to be especially true during the period when their children are young. The studies suggest quite clearly that as many women approach the early forties, and the demands of the home become less time consuming, there is a sharp increase in their efforts to secure higher level positions with greater work responsibilities.

Generalities are dangerous. We cannot assume a set pattern which firmly establishes the working characteristics of *all* women, any more than we can of *all* men. Of some significance to personnel managers concerned with staffing are those data which suggest patterns of characteristics between different age, educational, and occupational groups, irrespective of sex.

Of some concern should be the apparent widespread negative attitudes of men employees about the capabilities of women for higher grade positions. These same attitudes, although in many instances probably just from habit, were evident in hiring practices prior to elimination of the discretion to limit any position to one sex or the other. It was found in the Washington area, prior to this change, that more than one-half of the requests from Federal agencies for qualified persons from competitive examinations specified "men only" for *all* jobs above GS–4, and *94 percent* for *all* jobs at the three highest regular grades, GS–13, 14, and 15.

In other career services in Government, the military and the foreign service, career advancement prospects of women appear somewhat different. Recent studies of the personnel policies of the two services indicate that in the foreign service women seem to have much the same opportunity for promotion as men. In the military service, where there is a small proportion of women in comparison with men, the advancement of women, regardless of demonstrated ability, has been arbitrarily restricted to the middle officer levels of lieutenant colonel or commander. For each of the line organizations there is just one woman officer at the level of colonel or captain, whose rank is held on a "term" basis. It is understood that the military agencies and the Department of Defense are currently reviewing this situation.

Since the President's statement a year and a half ago that he intended the Federal service to be a showcase for the rest of the Nation, there has been increasing evidence of improvement in opportunities for women in the Government.

The fundamental challenge for all of us is not to view women as a group apart—but to let individual merit prevail.

CIVIL SERVANTS and the CONQUEST OF SPACE

Part II: THE MOON

MANNED SPACECRAFT CENTER ENGINEERS at Houston feel that Project Mercury's most notable contribution to future manned space flight was a change in philosophy.

Hereafter, man will be deemed an integral part of the flight system—not merely a passenger riding a vehicle which was designed to be controlled automatically from earth.

Significance of this change in philosophy can be measured in terms of increased mission potential, weight-saving, and simplicity.

Man, as a pilot, can outthink the best computers. He can capitalize upon the unexpected to take observations. He can, as it has been demonstrated, cope with unexpected malfunctions to bring the spacecraft back to earth. And he can be instructed to carry out many separate assignments, each of which would require the most sophisticated of space-age black boxes.

Weight becomes less a factor as more powerful boosters are designed and perfected, yet it is still a major consideration. For example, it takes 100 pounds of booster to put 1 pound of payload into orbit; 100 *thousand* pounds to send 1 pound to the moon and back. Therefore, each pound of hardware left behind means additional performance from the booster power available.

Simplicity translates to reliability, for there will be fewer components which could go wrong. It equates to lower cost, for there will be fewer parts to design, buy, inspect, install, and check out. Significantly, it spells time-saving, for every reasonable shortcut hastens the day an American will land on the moon and return to earth.

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by JOSEPH E. OGLESBY
Public Information Office
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THE GEMINI CAPSULE will carry two men, first for earth orbits up to 2 weeks' duration, then for space rendezvous with an Agena vehicle.

Outwardly Gemini will resemble Mercury, but its design will be radically different. It will be somewhat larger to accommodate a 2-man crew. It will contain its own fuel supply for catching up with and docking into the Agena vehicle. It will carry more advanced navigational equipment, including sensors to locate Agena before it comes into "eyeball" range of the astronauts.

Gemini's most pertinent technical advance over Mercury will be in the arrangement and location of its component parts. They will be placed around the *outside* of the capsule, and each component will be enclosed in its own compartment.

Thus an entire component can be removed and replaced, decreasing "hold" time in the countdown, and eliminating the need to pull, and possibly damage, several parts while repairing or replacing one.

Gemini will be launched by a Titan booster; its rendezvous companion, Agena, by an Atlas.

APOLLO, THE MOON PACKAGE, differs drastically from Gemini. More conical than bell-shaped, Apollo will consist of three connected modules when launched from Cape Canaveral by an advanced Saturn booster which generates 7.5 million pounds of thrust.

Apollo's components will be a command module, a service module, and a Lunar Excursion Module (LEM). When LEM separates during lunar orbit to make the moon landing it will be manned by two astronauts while the third astronaut will "fly" the command and service modules in lunar orbit.

After the lunar landing, one astronaut will leave the LEM vehicle to perform whatever tasks the mission requires, then he will reenter LEM for the return and rendezvous with the still-orbiting command and service modules. All three astronauts will then enter the command module, jettison the service module, and return to earth.

As a project, the Lunar landing has been described as "man's most ambitious undertaking."

The enormousness of the general undertaking can best be appreciated when one contemplates the sheer brainpower required of career civil servants who are responsible for specific *details*.

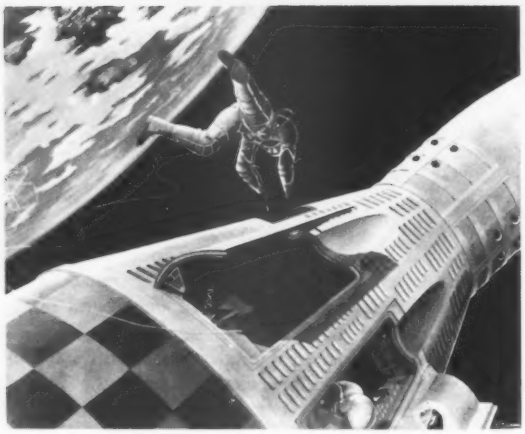
To cite only a few examples:

Consider the rendezvous of Gemini with Agena. Agena will be a brainless thing hurtling around the earth at 18,000 m.p.h. Gemini must be launched at such a precisely calculated time that it can intercept Agena in orbit. Then, with Agena in sight of the astronauts, Gemini must possess the potential which will permit its pilots to overtake Agena at something like a 1 or 2 m.p.h. speed differential.

When Gemini's proboscis is inserted into Agena's "horse collar," the astronaut who will climb out of Gemini to inspect the coupling must be protected from the space environment by the suit he wears; there will be no pressurized cabin protecting him, just a cord linking him to the spacecraft.

Now project the suit thesis a step further: the astronaut who climbs out of the LEM vehicle to stand on the moon must have the assurance that his flight suit can withstand the hostile temperature extremes of a lunar day—from 250° F. below zero to 250° F. above. It must have a power pack, temperature controls, oxygen supply, and everything necessary to make it a self-sufficient total environment for the astronaut.

VISITING THE MANNED SPACECRAFT CENTER headquarters in Houston, Tex., and interviewing the career civil servants who are sifting the results of Mercury and translating the knowledge gained into plans for Gemini and Apollo missions, one senses an atmosphere of confidence.



Gemini astronaut will leave spacecraft, secured only by a line, as capsule orbits the earth at 18,000 m.p.h.

There is all the intensity and drive one observes during a launch at Cape Canaveral, but excitement gives way to confidence.

Ironically, the space scientists are working against a space handicap at this time: plain old earth-bound office space. When the Center moved from Langley to Houston it was necessary to rent office space in 14 separate locations in downtown, suburban, and rural Houston. By next year, however, all forces will be assimilated into a 1,600-acre complex which is rapidly taking shape in nearby Clear Lake, Tex.

(Texans demonstrated both their classic posture of bigness and their confidence in the future of manned space flight last August. In a referendum, the *15* registered voters in the Clear Lake area approved a *$24 million* water bond.)

One of the new buildings at Clear Lake will house a mission control center which will be to advanced Gemini flights and all manned Apollo flights what "Mercury Control" at Cape Canaveral was to Project Mercury. Launches will continue to be made from Cape Canaveral. Landing devices now under study will permit recoveries on land.

TO CAPTURE THE PREVAILING MOOD at MSC Houston, we interviewed career employees engaged in management, planning, research, personnel administration, and training.

DR. ROBERT ROWE GILRUTH, the man in charge at MSC Houston, is responsible for development of spacecraft, flight crew selection and training, and the conduct of space flight missions.

Fifty years old this month, Dr. Gilruth followed the route of the research scientist to become top operating manager of the Nation's manned space flight program. (In the organizational scheme of things, he ranks with DR. WERNHER VON BRAUN, director of the George C. Marshall Space Flight Center in Huntsville, and DR. KURT DEBUS, director of the Launch Operations Center at Cape Canaveral.)

Dr. Gilruth is mindful of the responsibility which rides his shoulders—management of a multi-million-dollar program with the Nation's prestige and the lives of American astronauts at stake—but he approaches his work with calm confidence.

When he reviewed Mercury's success and the plans for Gemini and Apollo, Dr. Gilruth paid highest credit to the career civil servants who hold responsible jobs in the space program.

"Nowhere but in the Federal service could we have found the quality and quantity of talent required to carry out a mission of this size," he said.

He described the environment which prevailed in NASA's predecessor organization, the National Advisory Committee for Aeronautics, from whence most of the top people in MSC's organization were drawn.

"We began with carefully selected, well-educated, *professional* people in the old NACA laboratories," he said. "Management insisted upon giving a man every opportunity to improve his mind and his value to the organization, and to increase his responsibilities as rapidly as he could meet them.

"We are carrying the same philosophy over into this expanded organization," he continued. "We place a premium on the bright young man with a talent, and we encourage him in every way to grow with the job."

Director Gilruth, who has earned nearly every official honor that can come to a career official and who in the span of 1 year received honorary doctor of science degrees from Indiana Tech, the University of Minnesota, and George Washington University, was asked what mental attitudes this year's graduating scientist or engineer should develop for a career in Federal space science.

"Most important," he replied, "the young man should be prepared to work like blazes! Then he should be prepared to learn a completely new science which has overtones of traditional flight but many new complications. He should realize that the field is new, and he should develop the desire to grow with it."

Asked to single out some of his star performers, Dr. Gilruth avoided names on the grounds that he might omit one or more deserving candidates.

"Just let me cite some *examples*," he said. "Consider the very notable achievements made by MAX (Maxime A.) FAGET and the small group of career people he worked with. They conceived the shape and design of the Mercury capsule. They fashioned the escape tower and the astronaut's couch. Then they integrated these designs into a spacecraft the contractor could produce.

"The design of Gordon Cooper's spacecraft was identical with the design Max and his boys prepared for presentation to Congress in 1958," Dr. Gilruth said.

He added with emphasis: "And the spacecraft they designed flew farther and longer than the plans called for."

Just as Faget typifies the type of person involved in design, Dr. Gilruth continued, the same caliber of people were engaged in operations and management.

"To name but a few," he said, "there were Charles Matthews, Chris Kraft, and Walt Williams. You couldn't match this kind of people anywhere."

MAXIME A. FAGET, 42-year-old Assistant Director for Engineering and Development, is a second-generation career public servant. His father was a commissioned surgeon in the Public Health Service.

Faget was asked: How does a "deep research" scientist make the transition from laboratory bench, test tube, and wind tunnel, to the role of management in a multi-million-dollar operating program?

"As research scientists," he began, "we were not isolated. We were often consultants on large-scale production programs such as the Navy's Polaris submarine concept.

"We became acquainted with the Government's role in a large-scale program and we knew, perhaps better than anyone else, that 'hardware' should be designed by professionals and produced to high standards. In this sense, the manager plays the role of purchasing agent and his technical people develop the habit of curiosity.

"Furthermore," he continued, "we knew the types of mistakes which could be made. Technical people can become very sensitive to management mistakes.

"You can *engineer* a mistake out of a program," he said, "but you can't *manage* it out."

Faget responded to another critical question of the times: How does the Government *keep* good scientist-managers in the face of enticing salary offers from private industry?

"Speaking for myself," he began, "I can say unequivocally that *I have never considered leaving the Government,* but my reasons are neither simple nor cut and dried.

"When I reported to the Langley Research Center in 1946, I discovered a research-minded organization. Management realized that creative research came from people in the field. They didn't *dictate* what we should do; they encouraged us to strike out on our own. They created opportunities for us to 'follow our noses.'

"People who were good, stayed. And they flourished."

In this environment, he continued, "We developed a philosophy that our employer, the American public, was entitled to good services and good hardware from good people.

"This feeling," he concluded, "is bigger than dollars."

PAUL E. PURSER, 45, has been Assistant to the Director since 1958. He became a staff scientist at the Langley Research Laboratory in 1939 at the urging of two college professors—one who had worked at Langley, and another who was impressed by the qualifications of its scientists. After many years of research experience, Purser is now responsible for much of the detailed technical administration in MSC.

Since Purser's work touches so many aspects of the entire program, he was queried on the commercial applications of manned space flight research.

"Most commercial applications, however significant they might be, will emerge in such a subtle manner that they probably won't even be linked with the manned space program," he said.

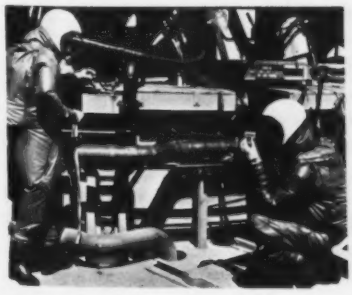
"Take a common weld for example. Our engineers design a part for a spacecraft. They write specifications and a contract is awarded. The order might be subcontracted to any one of 25,000 small plants.

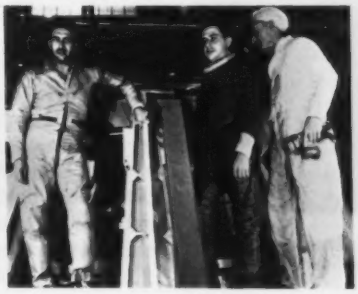
"Our part arrives. Under severe test it breaks apart at a weld. The engineers say do it a better way, and a new technique is tried. Net result is a weld that doesn't break.

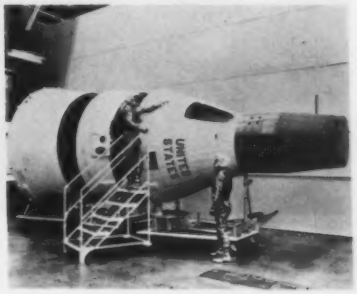
"Sooner or later, that better weld will have application in washing machines, lawnmowers, and automobiles."

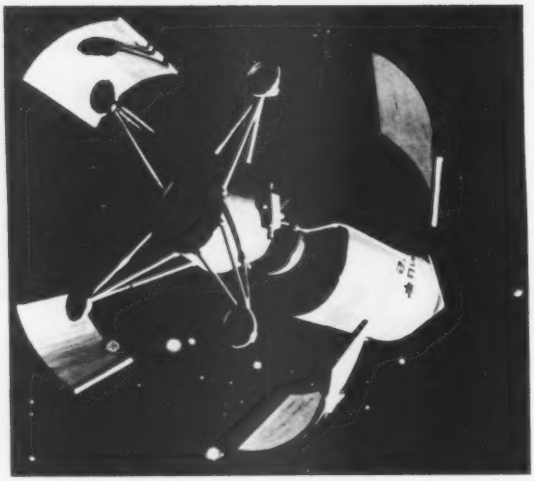
By the same token, Purser said, tiny portable radios, television sets, and related products will become possible through research in the microminiaturization of space vehicle components, and other applications will result from other research.

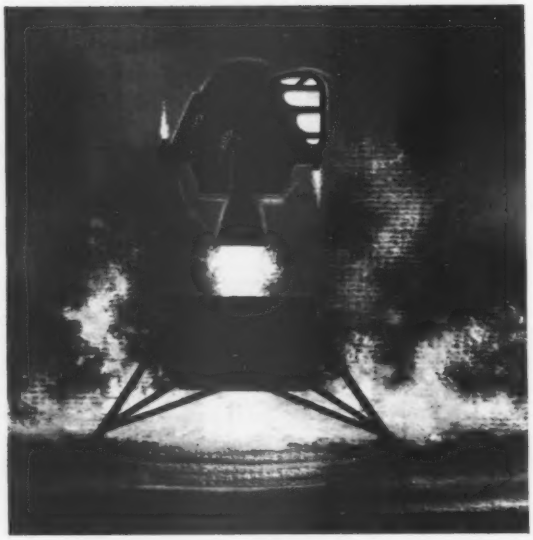
Left, special suits protect men handling Titan propellant. Center, astronauts are trained in Gemini mockup. Right, Joe Schmidt (white coveralls) interviews subjects who spent 48 hours in capsule testing food and equipment.











Sequence shows: Top, moon landing vehicle separation; center, astronauts on moon surface; and bottom, lunar blast-off.

Like Dr. Gilruth and other MSC leaders, Paul Purser is alert to take advantage of any opportunity which would help MSC people to improve their qualifications. He never misses a chance to develop stronger ties between the leadership at MSC and the officials of area colleges.

"The nature of our work changes so fast that many of our people feel the need for refresher training at the graduate level," Purser said.

There is a reciprocal benefit to the colleges, he explained.

"Often our people have been in on the *application* of a new technique which the college people would like to hear about. Also, the questions our people ask as students are so pertinent that they have a positive influence on the quality of instruction."

The extent to which MSC employees attend area colleges will be discussed later, but Purser reported on the availability of top MSC talent to the schools.

"Many of us are 'visiting professors,' " he said, "Dr. Gilruth at Texas A&M, Walt Williams, Max Faget and I at LSU, for example. Dr. Robert Voas and another psychologist have been conducting a seminar at the University of Houston. Gene Brock and his datamen are working with Texas Southern to develop a course in computer science. Max Faget, Norm Smith and I are preparing a course on manned spacecraft design and operations which will be published as a textbook for use at Houston and Rice. Many of our people give special lectures at the request of colleges.

"We employ faculty members under term appointments to work here in the summer months so that we can benefit from their knowledge while they gain exposure to our operations and problems," he concluded.

LEWIS R. FISHER, assistant to Mercury Manager KENNETH S. KLEINKNECHT, illustrates two key points: the way MSC applies the knowledge gained in one project toward the accomplishment of another, and the way MSC makes full use of its technical manpower.

Fisher was chairman of a panel which assessed the worth of experiments conducted in the final three Mercury flights, and he will serve under Max Faget on a similar panel for Gemini and Apollo experiments. Thus he can say: "This experiment succeeded and here's how it was planned. That one failed for these reasons. This one was so effective it has an application in Gemini," and so on.

Queried on reliability knowledge gained in Mercury, Fisher replied:

"Most of our troubles resulted from *little* problems. In one case, a man used 10 drops of oil when he should have used 3, and Schirra experienced a component malfunction in flight. But we learned to pay a lot of attention to small details, and this will help us in more complicated spacecraft."

He reiterated the logic of top management's decision

to place more responsibility on the astronaut, and less dependence on complicated components.

MSC engineers already are working on "mission rules" for Gemini and Apollo, as they did for Mercury. This requires a careful compilation of possible trouble areas. Long before the flight, the engineers try to anticipate what *could* happen, then they determine what actions the astronaut and the ground people should take if the problem does arise.

Having worked with the manager in all aspects of the Mercury program, Fisher is in good position to judge the "input" by many agencies into NASA's program.

He readily praised the Defense agencies: Army and Air Force for boosters and other launch support, Navy and Marine Corps for recoveries, Army for collaborative communications research and other matters, and Federal Aviation Agency for keeping the air clear of commercial aircraft during launches and recoveries.

"For the record," he added, "I don't know of any instance in which we asked for cooperation from another agency that we did not receive it in 100 percent measure."

ANDRE J. MEYER, Jr., Chief of Administration for Project Gemini, was born 42 years ago in the Netherlands. He rose to prominence in the manned space program via the route of research physicist in NASA's Lewis Research Center, Cleveland. From 1958 to 1962 he was assistant chief of MSC's engineering division.

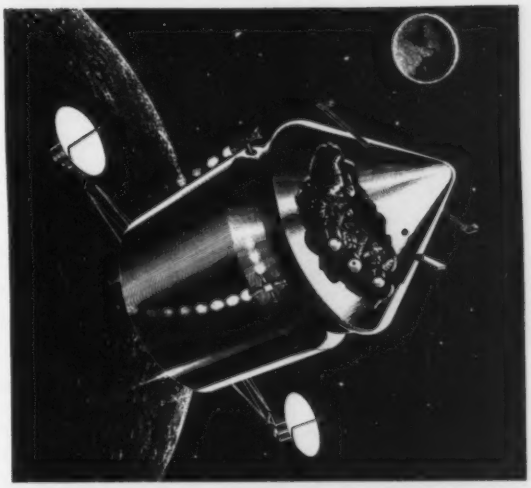
Meyer discussed MSC's relationships with contractors.

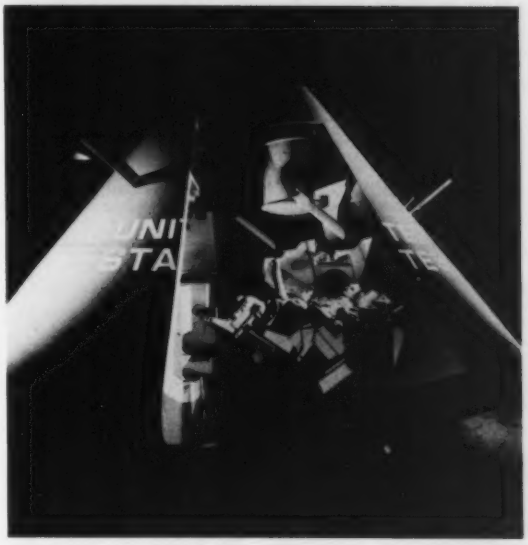
At the beginning of Project Mercury, he said, the civil service scientists-turned-managers caught the contractors by surprise.

Contractors, accustomed to being told: "We want an aircraft which will do thus and so—you design it," looked at the detailed NASA specifications and said: "These are the tightest design specs we've ever seen!"

Then, Meyer continued, when the first production model Mercury spacecraft was delivered, industry was again astonished to see NASA engineers methodically take it apart, piece by piece, for inspection and test. Six months later the NASA people had found—and ordered corrected—many deficiencies in a spacecraft the contractor had considered ready for flight. As the program moved ahead, there was less and less cause to perform such detailed inspection and tests, but the NASA men had made their point: the timetable does not permit building, test flying, rebuilding, additional test flying, and further modification. The craft, when launched, must have passed very severe tests.

Tough standards are still being followed in the Gemini program. One way reliability is being attained is by frequent meetings between the NASA designers and the contractors' engineers. At one point such meetings were being held at the rate of 15 per week to discuss various components and their integration into a complete system. Now that Gemini is beyond the design stage, the sessions are being spread out, but they are still being held.





Top: Command, service modules streak for earth. Center: Command module separates. Bottom: Command module cutaway.

Robert R. Gilruth

"Nowhere but in the Federal service" could such a team as this have been found.

Maxime A. Faget

"You can engineer a mistake out of a system, but you can't manage it out."

ROBERT J. BAILEY and LEO T. CHAUVIN, both members of the original Space Task Group, and both presently assigned to the Apollo project, outlined some of the main differences between the Mercury spacecraft and the Apollo vehicle.

"Mercury had 40 cubic feet of space for its astronaut, and Apollo will have 74 cubic feet for each of three astronauts," Chauvin said. "This will make for greater ease during checkout and will permit maintenance during flight."

Apollo will have five windows, three for use during launch and ascent and two for docking in orbit.

Because of higher reentry velocities, Apollo's command module will have an additional protective covering.

All functions in Apollo except the abort system will be manually controlled.

"Apollo's engineer can make a diagnosis of the entire system in flight by reading his instruments," Chauvin said. "He will relay his findings to earth for analysis. The ground station can then tell the astronaut what maintenance procedures to follow."

The Apollo spacecraft will be tested in a vacuum test facility now being constructed at Clear Lake. After delivery to Cape Canaveral, it will be retested in the Merritt Island test facility after it is mated with its launch vehicle.

RICHARD S. JOHNSTON would be a contender for the title of "youngest division chief" in many Federal organizations. Thirty-seven this month, he heads MSC's Crew Systems Division, the unit responsible for space flight suits, bio-medical instrumentation of the astronauts, space food, survival equipment, environmental control systems, and, generally, the well-being of the human element in space.

His qualifying experience for membership in the original Space Task Group was gained as a research chemist in the Naval Research Lab and as an engineer in the Navy's Bureau of Aeronautics.

"When we were planning to send a man into space," Johnston said, "the medics knew a lot about *sick* people, but not enough about *well* people, such as carefully selected astronauts. We needed to know answers to such questions as: 'Does a 160 pulse rate, under stress, indicate a maximum tolerance, or is it natural?' "

Knowledge pertaining to the astronaut and his supporting equipment which was gained in Mercury has been stored in computers and is readily available.

Johnston used the "moon suit" designed for Project Apollo as a good example of the progress which has been made by Crew Systems.

Paul E. Purser

"Most commercial applications of space research will emerge in a subtle way."

Lewis R. Fisher

"Most of our troubles in Project Mercury resulted from little problems."

Andre J. Meyer, Jr.

"Contractors said: 'These are the toughest design specs we've ever seen.' "

Richard S. Johnston

"Add a propulsion unit to our moon suit and you've got yourself a spacecraft."

"Add a propulsion unit to that suit, and you've got yourself a spacecraft," he said.

The suit contains a total environment for the human being who will stand on the moon, yet it is comfortable, and compact enough to permit easy access into the spacecraft.

The survival kit designed for Apollo astronauts will take advantage of every *proven* advance in microminiaturization, metallurgy, and fabric construction, but no untried new products will be used in the survival kit or other life-support systems, he added.

Johnston is attuned to the "emphasis on the man" philosophy voiced by Dr. Gilruth, Paul Purser, and Maxime Faget. He swears by the worth of cooperative training and summer employment for college students (which he benefited from), and graduate training for career employees.

In his shop, a new dimension is added—that of teaching self-expression. Young scientists and engineers at grades GS–7 and –9 must periodically give 10-minute oral briefings to management on their work to develop this trait.

"This pays off," he emphasized. He cited the case of BILL BUSH in Instrumentation: "Here's a young man, only 3 years out of college, supervising the medical instrumentation support for astronaut training. He's developing new approaches to measuring liquid quantities in a state of weightlessness. He manages a half-million dollar program, and has 12 men working under him."

Johnston is also a strong advocate of personal appraisal. "A man needs to know the mistakes he is making; but much more important, he needs to be praised for the progress he is making," he said.

Johnston was asked to comment on the somewhat controversial question of *who* should man the Apollo spacecraft—all astronauts, or a combination of astronauts and scientists.

"That's not my business," he replied, "and I really don't have strong feelings on the subject.

"But I am vitally concerned that *whoever* rides Apollo to the moon and back will have benefit of the very best life-support equipment that can be conceived and produced!"

JACK LISTER, 30, head of MSC's training branch, is one training officer who can't complain about the lack of management support. His bosses push the program.

First, Lister described MSC's input of students, including a cooperative education program (160 physical science and engineering students from 24 leading colleges); the summer intern program which was launched this year (16

Stuart H. Clark

"We consider the supervisor the crux of good personnel administration."

Jack R. Lister

"Our co-op students account for 43 percent of the dean's list at University of Houston."

MANY OTHER HANDS

Though NASA has the primary responsibility for our Nation's conquest of space, many other Government departments and agencies are engaged in related research and developmental work. Some work with NASA on a direct participating basis, and others along informal contributory lines.

EMPLOYING AGENCY	EXAMPLES OF SPACE-RELATED WORK
DEPARTMENT OF THE ARMY	
Ordnance Corps	ballistics, fuels and lubricants, propellants, rockets and missile systems, microminiaturization
Signal Corps	space communications, electronics, meteorological devices, satellite tracking, ADP systems, photography
DEPARTMENT OF THE NAVY	
Naval Research Laboratory Navy Electronics Laboratory Naval Material Laboratory Naval Ordnance Laboratory Naval Missile Center Applied Physics Laboratory	electronics, radio, radar, instrumentation, chemistry, metallurgy, physics, communications, optics, data processing, telemetry, missiles and components
DEPARTMENT OF THE AIR FORCE	
AF Systems Command	bioastronautics (human performance, life support, aerospace medicine, and radiobiology), cooperates extensively with NASA in areas such as astronaut screening and testing, capsule testing, cosmic radiation, space suit design and testing, and the X–15 program
Office of Aerospace Research	basic research in propulsion, materials, electronics, geophysics, life sciences, and aeromechanics; applied research in areas such as the aerospace environment
Air Training Command	aerospace medicine
DEPARTMENT OF COMMERCE	
National Bureau of Standards	measurements, basic properties of matter, radio propagation research, upper atmosphere and space physics, solar and planetary atmospheres
Coast and Geodetic Survey	geodesy and space, geomagnetism, gravity
Weather Bureau	meteorology, weather forecasting for NASA launches and recoveries, satellite observations of cloud formations and storms
FEDERAL AVIATION AGENCY	clear and unobstructed airspace for launch and recovery
DEPARTMENT OF STATE	international space programs, international space law
ATOMIC ENERGY COMMISSION	AEC–NASA programs for development of nuclear propulsion systems, radiation studies
SMITHSONIAN INSTITUTION	
Smithsonian Astrophysical Observatory	astronomy; astrophysics; satellite observation, tracking, and recovery; solar radiation
NATIONAL SCIENCE FOUNDATION	initiates and supports basic research in space sciences, serves as clearinghouse for scientific information

technical students, 10 in management); and the newly appointed management interns (10 hired last year from the civil service register).

The 50 "co-op" students assigned to MSC by the University of Houston account for 43 percent of that school's dean's list, he said, and MSC attempts to select its summer employees from lists submitted by deans of local colleges.

Lister reported that MSC employees last year took 300 man-courses at the University of Houston and Rice (a "man-course" in training parlance equals one man taking one graduate course 2 hours a day, twice a week, for 4½ months). He expects attendance to be higher this year, for most of the 125 college graduates hired last June are expected to apply for graduate training.

Up to now, MSC Houston has had little need for a craft training program, for most of the technicians had had benefit of a good apprentice program at Langley. MSC hopes to establish its own apprentice training program soon, however, with classroom and on-the-job training being conducted by the University of Houston.

Personnel Officer STUART H. CLARK and two of his associates, BERNARD GOODWIN and JOSEPH H.

GALLOWAY, described some of the features which make MSC Houston "a good place to work."

"We consider the *supervisor* the crux of good personnel administration," Clark said, "and we try to support the supervisor with every means at our disposal."

In 2 years, MSC's work force has grown from 700 to 3,500 employees, of whom 46 percent are college graduates. In the technical ranks, more than 60 percent hold at least a bachelor's degree.

"In a dynamic organization like this, it is imperative that we help management to place the right man in the right job at the right time," Clark said.

Clark described MSC's work force as "the most highly motivated organization in the Federal service."

He attributed this degree of motivation to many factors: "There's the inescapable element of 'riding with a winner,' association with a popular and important national program, and good leadership," he said. "Also, we have practiced the technique of 'mission identification.' "

He explained: "We tell people, 'This is the Atlas that will launch John Glenn. This is the spacecraft Scott Carpenter will ride. Gordon Cooper will use this component in Faith Seven.' "

MSC is an "equal opportunity employer," Goodwin explained. "In our recruiting, selection, assignments, and promotions, we are not blinded by color, physical handicap, or other extraneous factors. The criterion at every step is *quality.*"

Clark described MSC's move from Langley to Houston as an example of the organization's high morale. "Eighty-five percent of the work force elected to move," he said, "and of the remaining 15 percent, more than half were either clerical workers or women whose husbands worked in the Langley area."

Galloway told how the personnel office works with operating managers to reassign talent when one mission ends and another begins; how a continuing effort is made to keep to a minimum the amount of paperwork a professional must handle; and how training is coordinated with mission changes.

OBSERVING AT FIRST HAND the Gordon Cooper launch which concluded Project Mercury, then going behind the scenes to talk with responsible career people at Cape Canaveral and at Houston where more complicated missions are being planned, the visitor could not help but conclude that the Nation's manned space program is indeed in good hands.

When one considers the unparalleled challenges and complexities of NASA's primary mission—the conquest of space for peaceful purposes—plus the space "input" by civil servants in other Federal agencies, one begins to grasp what Dr. Robert Gilruth meant when he said—

"Nowhere but in the Federal service could we have found the quality and quantity of talent required to carry out a mission of this size."

EQUAL EMPLOYMENT OPPORTUNITY

Last year the Civil Service Commission issued an "equal opportunity" poster in the series of employee-directed messages from the President. The President said, in part:

> ". . . to assure each of you equal opportunity in the Federal service—we have firm policies to guide management. But these alone are not enough.
>
> "Your attitude toward your fellow employee is of utmost importance in keeping the Federal service free of any discrimination. Let us cast aside the narrow labels that can set us apart—and wear only the proud mark of Americans."

The President spoke clearly about the importance of attitudes.

Today, in the light of what is being called the "Negro revolution," the Federal manager should reexamine his attitudes. And so should the placement officer—and the supervisor. The question should be: In the light of the *latest* knowledge, what do I believe?

The sources for this knowledge are many, such as contemporary writings on the subject. However, one should consider some of the earlier background texts which treat the Negro historically, and later ones which treat him sociologically, before turning to contemporary psychological discussions and findings.

BACKGROUND

Begun in 1937 and published in 1944, Gunnar Myrdal's two-volume study, *The American Dilemma*, is perhaps one of the finest resources for a background of the relation of the Negro problem to modern democracy. It is an authoritative text, and in every respect a classic. The book was the result of an extensive study supported by the Carnegie Foundation and designed to be "a comprehensive study of the Negro in the United States to be undertaken in a wholly objective and dispassionate way as a social phenomenon." Myrdal was responsible for the study, but at his disposal were the services of a staff of eminently qualified experts competent to deal with "the anthropological, economic, educational and social aspects of the question, including public health and public administration."

For those who find Myrdal too weighty, one of his co-authors has provided a condensed version. It is *The Negro in America*, by Arnold Rose. Originally published by Harper Brothers, it is now in a paperback edition by the Beacon Press. Rose is also responsible for

The Negro's Morale from the University of Minnesota Press in 1949. This 150-page treatise provides much information on the Negro and his motivations.

The late E. Franklin Frazier, eminent sociologist of the Howard University staff, is the author of a most readable and straightforward text, *The Negro in the United States* (Macmillan 1957). This text is both historical and sociological in its treatment and concludes with a persuasive chapter on the "Prospects for Integration of the Negro into American Society." Frazier points out that "the new conception which the Negro has acquired for himself has been paralleled by a change in the white man's conception of the Negro."

Against this background, for the most part historical, the Federal manager and supervisor should pursue the subject into more contemporary sociological and psychological realms by considering the following texts.

The Negro Potential, Eli Ginsberg, Columbia University Press, 1956. 144 pp.

Eli Ginsberg, a student and writer about manpower since 1939, has presented a provocative and challenging case for the better employment and utilization of the Negro. He does not place the whole responsibility upon the employer, but wisely argues for the Negro community to recognize the need for better work preparation.

In his final chapter, "Lessons for Manpower Policy," he states that the single most underdeveloped human resource in the country is the Negro, and that if the Nation is to fulfill its promise as a democracy, it will have to do much more to develop the potential of its Negroes. Ginsberg believes the position of the Negro will improve with an upward trend in the economy. There are, however, certain danger points: in a depression, all Negroes would be more vulnerable; with advances in automation, the unskilled Negro will be in a weakened position; the jobs of Negro women teachers in the South could be jeopardized by quick integration of school systems. But, on balance, he believes that an expanding economy foreshadows favorable developments for both Negro men and women.

The Mark of Oppression, Abram Kardiner and Lionel Ovesey, W. W. Norton & Co., Inc., New York, 1957. 396 pp.

The thesis of this book is that human personality varies with the conditions to which it must adapt. The authors, both medical doctors, have produced a psychodynamic inventory of features of Negro personalities, based on case studies of lower, middle, and upper class Negroes.

They write, "It is a consistent feature of human personality that it tends to become organized about the main problems of adaptation. . . . The central problem of Negro adaptation is oriented toward the discrimination he suffers. . . . In simple words it means his self-esteem suffers because he is constantly receiving an unpleasant image of himself from the behavior of others toward him."

For one who clings to the stereotype of the Negro, the authors' findings provide many contradictions of what is generally supposed.

The Negro Personality, Bertram P. Karon, Springer Publishing Co., Inc., New York, 1958. 184 pp.

This book should prove the psychometrician's delight. Building on some of the findings of *The Mark of Oppression*, the author has added the projective techniques of the Thematic Apperception Test (TAT) and the Picture Arrangement Test (PAT), and has carried the study beyond the environs of a metropolitan concentration of Negro population.

The findings confirm the author's basic hypothesis that Northern Negroes do in fact differ significantly from Southern Negroes. This would seem to demonstrate that caste sanctions do have effect upon human beings and that sanctions, not heredity, account not only for the personality differences between Northern and Southern Negroes but also for many of the differences between Negroes and whites as well.

Changing Patterns of Prejudice, Alfred J. Marrow, Chilton Co., Philadelphia, 1962. 271 pp.

This book reflects the experience of the author as chairman of the Commission on Intergroup Relations (COIR) of New York City with its 8 million population of more than 75 ethnic derivations.

This is a fast moving, readable story, full of human interest and many illuminating experiences that made contributions to changing prejudice patterns. From the experience of COIR, the author suggests five useful avenues for reducing prejudice.

The New World of Negro Americans, Harold R. Isaacs, The John Day Co., New York, 1963. 366 pp.

Treating the impact of world affairs on Negro Americans, this book is unlike any of the standard sociological treatments in that it recognizes the profound influences of worldwide political changes which are compelling us to alter our earlier concepts and images.

A large portion of the book is devoted to Negroes and Africa, with the reactions of numerous American Negroes who have recently traveled there. With the many people he interviews, the author explores the extent to which the Negro American relates himself, his ancestry, and his heritage to Africa. The chapter on "Five Writers" discusses the emergence in the 1920's of new Negro voices in literature, and is a helpful and revealing source on Negro culture.

—*Franklin G. Connor*

☆ U.S. GOVERNMENT PRINTING OFFICE : 1963—O-706-180

heads of local Federal offices and installations regarding the importance of the national policy of nondiscrimination in employment and to see that full opportunity is given all citizens in the local area to compete for Federal jobs on the basis of merit alone. Similar reviews will be conducted in more than 50 other communities by the end of June 1964. The teams confer with local Federal agency heads, inspect their personnel programs and the operations of boards of civil-service examiners, and survey the effectiveness of civil-service examination publicity in reaching all segments of the community. Emphasis is placed upon assuring equal opportunity for all citizens to compete and be employed in Federal jobs in accordance with qualification standards and the Civil Service Rules and Regulations.

Federal agencies have been directed to discontinue any recruiting or referral arrangements with private employment agencies and with business, secretarial, trade, or similar private schools that operate on a racially discriminatory or segregated basis. Normal examination publicity will still be sent to these sources, and applications will be accepted from students and former students of all schools.

Agencies also have been instructed not to use any non-Governmental facility for training Federal employees if that facility discriminates because of race, creed, color, or national origin in the admission or in the subsequent treatment of students.

FIFTY FEDERAL AGENCIES will share a $2-million saving this year as a result of greater individual productivity and improved management methods enabling CSC to reduce the unit cost of a full field personnel investigation by $50 below estimates. Factors contributing to higher output and lower cost were: Placing greater reliance on record information for remote periods of employment and education; arranging with Defense agencies to provide file information to other agencies; use of GSA automobiles by CSC investigators at lower cost than their private autos; greater emphasis on quality recruiting in employing new investigators; extensive refresher training for supervisors; use of overtime instead of new hires to decrease backlogs of cases; establishment of four area centers to transcribe reports of investigation, work which formerly was done in 10 regions and the central office; issuance of standard guides for supervising investigators, covering training and supervision of new investigators; and reemphasizing the need for diligent attention to quality in promotion actions.

CIVIL SERVICE COMMISSION has made a thorough review of its regulations which cover the rights of employees when their jobs are transferred. Recommendations for changes in the regulations have been submitted to the Commissioners for study.

CSC FILMS—CSC offices report the films "Act of Honor" (28-minute, 16mm., color-sound) and "The Highest Honor" (17½-minute, 16mm., color-sound) have been well received by school and community-group audiences. "Act of Honor" tells the story of the development of the merit system in Federal employment and is most appropriate for high school audiences, including American History, Problems of Democracy, and Social Studies classes. Spotlighting six recipients of the President's Award for Distinguished Federal Civilian Service, "The Highest Honor" provides insight on the challenging work and satisfying careers to be found in Federal service. Also appropriate for high school and community audiences, it is being shown to college students in support of the Quest for Quality on the campus. Federal agencies and representatives of schools or community organizations may borrow prints of the films through the Commission's central or regional offices or Civil Service Representatives.

—Joseph E. Oglesby

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